



MEMORANDUM REPORT

March 16, 2004

TO: County Council

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Office of Legislative Oversight

SUBJECT: **OLO Memorandum Report 2004-5: Comparative Research on the Governance Structure of Fire and Rescue Services in Four Neighboring Counties**

This memorandum report responds to the Council's February 12, 2004 request to conduct some limited comparative research on the organization and governance structure of fire and rescue services in four nearby jurisdictions: Anne Arundel County, Baltimore County, Prince George's County, and Fairfax County. The Council indicated an interest in this information to provide some comparative perspective during worksessions on Bill 36-03, *Fire and Rescue Service- Amendments*.

Begins on:	
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Part B, Comparative Observations Across Jurisdictions , summarizes OLO's observations of similarities and differences between Montgomery County and the four other jurisdictions examined.	page 5
Part C, Information by Jurisdiction , presents the information compiled on the organization and governance structure of fire and rescue services in Montgomery County, Anne Arundel County, Baltimore County, Fairfax County, and Prince George's County.	page 22

The **Appendix** contains selected source documents from each of the counties, e.g., relevant excerpts from the law, copies of regulations, department policies. The Appendix is printed and available as a separate document.

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PART A: THE ASSIGNMENT

The Council asked the Office of Legislative Oversight (OLO) to obtain specific information on the organization and governance structure of fire and rescue services from four nearby jurisdictions: Anne Arundel County, Baltimore County, Fairfax County, and Prince George's County. The Council asked that, to the extent possible, OLO also compare the information obtained from these places to Montgomery County Fire and Rescue Services.

In addition to compiling basic factual data about each jurisdiction's fire and rescue services (e.g., total population, land area served, annual budget, numbers of career and volunteer personnel, vehicle data, and incident and response time data), the Council requested OLO to obtain comparative information on the following issues:

- An organizational chart of the jurisdiction's Department of Fire and Rescue Services;
- The responsibility and authority of the Department head;
- Information on the roles of volunteers in the service, how the volunteers are organized, and description of the formal mechanism (if any) for involvement of volunteers in departmental governance; and
- The authority relationship between the career and volunteer components of the service.

OLO selected the following sub-topics to examine the authority relationship between the career and volunteer components in each jurisdiction:

- The emergency and non-emergency chain of command;
- The acquisition and transfer of apparatus; and
- Training and experience standards, and the promotion process.

Methodology and Acknowledgements

The assignment from the Council acknowledged that OLO would obtain information through review of formal written documents (e.g., law, regulation, policies) and through interviews.

OLO worked with MCFRS personnel to compile the relevant documents and information about practices in Montgomery County. OLO especially thanks the Fire Administrator, Gordon Aoyagi; Division of Fire and Rescue Services Chief, Tom Carr; Division of Volunteer Rescue and Services Chief, Fred Welsh; Deputy Chief Phil Guercio; Deputy Chief Randy Wheeler; and Andy White, President, Kensington Volunteer Fire Department and Chair of the Montgomery County Fire Board.

For comparative information, OLO conducted interviews with the Fire Chiefs from each of the four jurisdictions:

- Chief Roger C. Simonds, Anne Arundel County Fire Department
- Chief John J. Hohman, Baltimore County Fire Department
- Chief Michael P. Neuhard, Fairfax County Fire and Rescue Department
- Chief Ronald D. Blackwell, Prince George's County Fire/Emergency Medical Services Department

OLO also conducted interviews with the following representatives from the volunteer components of the four jurisdictions:

- Jackie Olson, Volunteer Liaison, Anne Arundel County Fire Department, and Past President of the Anne Arundel County Volunteer Firefighters Association
- John McCrea, President, Baltimore County Volunteer Firefighters Association
- Bob Mizer, Volunteer Liaison, Fairfax County Fire and Rescue Department
- Donald Strine, Chair, Prince George's Volunteer Fire Commission
- James McClelland, Volunteer Major, Prince George's County Fire/Emergency Medical Services Department

In addition, OLO obtained documents and consulted with other career and volunteer personnel as needed to compile the information requested by the Council.

OLO circulated final drafts of the individual county sections (Part C) to the Department staff and volunteer representatives interviewed. This final report incorporates the technical edits received.

PART B: COMPARATIVE OBSERVATIONS ACROSS JURISDICTIONS

This section summarizes the Office of Legislative Oversight's observations of similarities and differences in the organization and governance structure of the fire and rescue service in Montgomery County compared to the four counties surveyed. Highlights of OLO's comparative observations are followed by more detailed observations on each of the topics for which information was compiled.

The name of the department that delivers fire, rescue, and emergency medical services and the terms most often used to reference volunteer fire companies differ across the jurisdictions. (See Table 1, below.) For purposes of writing comparative observations, OLO uses the generic titles of "fire/rescue department" and "volunteer fire company."

TABLE 1
TERMS USED IN THE JURISDICTIONS SURVEYED

County	Name of County department that delivers fire, rescue and emergency medical services	Term(s) that County uses for a fire company incorporated by volunteers
Montgomery	Fire and Rescue Service	Local Fire and Rescue Department
Anne Arundel	Fire Department	Volunteer Fire Company
Baltimore	Fire Department	Volunteer Fire Company
Fairfax	Fire and Rescue Department	Volunteer Fire Department
Prince George's	Fire/Emergency Medical Services Department	Volunteer Fire Company or Volunteer Fire Corporation

HIGHLIGHTS OF COMPARATIVE OBSERVATIONS

OLO's research identified similarities, differences, and distinct characteristics across the counties. The current organization and governance structure of each jurisdiction's fire and rescue service, both on paper and in practice, rests upon many years of history. The structure in each county most likely results from multiple factors, including the jurisdiction's service demands, demographics, fiscal realities, and political environment. Individual leaders (elected and otherwise) in decision-making positions have also shaped both the history and the governance structures found today in Montgomery County as well as in the four neighboring counties surveyed.

Similarities between Montgomery County and the other four counties

Similar to Montgomery County:

- The other four counties operate combination fire departments, meaning that a combination of career and volunteer firefighters deliver fire, rescue, and emergency medical services.
- Career and volunteer personnel in the other four counties acknowledge that there are both benefits and challenges in combination fire departments.
- The County Executives in the other four counties appoints the head of the department that delivers fire, rescue, and emergency medical services.
- The contributions from the volunteer fire companies in the other four counties include: responding to incidents, fundraising, community education, purchasing apparatus and equipment, and providing various types of administrative support and station management.
- The other four counties have non-profit organizations that include elected representatives from the volunteer fire companies located in the county. These associations have been formed over the years to speak on behalf of the volunteer fire companies' interests.
- The other four counties have a mixture of stations and frontline vehicles owned by the County Government and the volunteer fire companies.
- The other four counties have procedures and policies governing the chain of command at emergency incidents. All of the jurisdictions have rules for determining who the Incident Commander is, and procedures for assuming and transferring command at an incident.
- The other four counties have minimum performance requirements for new apparatus; and a process for the review and approval of newly purchased apparatus before it is placed in service and used to respond to incidents.
- In emergency situations, all apparatus (regardless of ownership) can be transferred. In non-emergency situations, the other counties similarly report that volunteer-owned apparatus is less likely to be transferred compared to County-owned apparatus.
- The other four counties have training and experience standards established by rank, and report that the minimum standards are essentially the same for career and volunteer personnel. Another similarity is that the promotion process for career personnel is not identical to the promotion process for volunteer personnel.

Key differences between Montgomery County and the other four counties

- In Montgomery County, local law establishes the Montgomery County Fire and Rescue Service. In Anne Arundel, Baltimore, and Prince George's Counties, the County Charter as well as local law establish the fire/rescue department. In Fairfax County, it is State law that authorizes the County to establish a fire department.
- In Montgomery County, the head of the fire/rescue department is a Fire Administrator, who is charged (by law) with implementing the policies established by a Fire and Rescue Commission. In the other four counties, the head of the fire/rescue department is a Fire Chief, who is provided (by Charter and/or law) broad authority to administer and direct all fire and rescue operations.
- In Montgomery County, the law specifies that the Fire Administrator is the non-uniformed department head of the Montgomery County Fire and Rescue Service (MCFRS). Although not required by law, the appointed Fire Chiefs in the other four counties all have backgrounds as career firefighters.
- In Montgomery County, the Fire and Rescue Commission issues the formal regulations, policies, and procedures that apply to operations across MCFRS. In the other four counties, the Fire Chief issues department directives, orders, or other type of policy documents that apply to all fire and rescue operations in the County.
- In Montgomery County, the highest ranked officer in the emergency incident chain of command is a Fire/Rescue Chief. The Chief of the Division of Fire and Rescue Services, the Chief of the Division of Volunteer Fire and Rescue Services, and 18 Local Fire and Rescue Department Chiefs can all be operationally certified as a Fire/Rescue Chief. In the other four counties, it is the single Fire Chief who is the highest ranked officer in the jurisdiction's emergency incident chain of command.

Other attributes identified in each of the four counties

In Anne Arundel County:

- The Fire Chief reports directly to the County Executive. (Before 2002, the Fire Chief reported to the County Executive through the Chief Administrative Officer.) In addition, the appointment of the Fire Chief does not require confirmation by the County Council.
- The County Charter section that establishes the function and duties of the Fire Department also specifies that the Fire Chief is not permitted "to participate in the corporate affairs of any volunteer fire department."
- In order to be operationally certified, all volunteer command officers at the rank of Lieutenant and above must meet certain education and experience requirements (established by the Fire Department) and be appointed by the Fire Chief.

In Baltimore County:

- There is no combined staffing of career and volunteer personnel at individual stations. Career personnel staff the County-owned stations, and volunteer fire companies staff the volunteer-owned stations.
- The law does not establish a formal advisory fire board or commission to represent the interests of the volunteer fire companies. In practice, the Baltimore County Volunteer Firemen's Association (BCVFA) serves as the primary point of contact between the Fire Chief and the volunteers. BCVFA's constitution requires the organization to establish standards for apparatus, equipment, staffing, and training for its member companies.
- At incidents where both career and volunteer personnel respond, the Fire Department's policy is that the highest ranked career officer on the scene is the official Incident Commander. However, interviews with the Chief and President of the BCVFA confirm that, in practice, if a volunteer company officer is the initial Incident Commander, an arriving career officer will only insist that command be transferred if he/she is not satisfied with how the incident is being managed.
- A recent collaboration between the Fire Chief and the BCVFA resulted in the creation of the Volunteer Incentive for Attended Program. In sum, the County agreed to provide a grant to the BCVFA, which in turn distributes the funds among the volunteer fire companies based upon the number of hours each month that medic units operating out of their stations that are ready to respond.

In Fairfax County:

- All stations in the County are staffed 24/7 by career personnel.
- To be operationally certified, a volunteer chief must meet annual qualifications and training requirements established by the Fire and Rescue Department, and be approved by the Fairfax County Volunteer Fire Commission and the Fire Chief. There are currently six certified Volunteer Company Chiefs.
- The Fire and Rescue Department requires volunteer fire companies to "commit to place in service one engine company and one EMS unit each weekend." The Department's goal is to utilize all-volunteer frontline units 1,000 times a year. The Department reached this goal in FY 03.
- 160 of the 300 operationally certified volunteers in the County are EMT-only qualified. The primary duties of the operational volunteers are to: back fill for career units that are out-of-service for scheduled training or other assignments; provide coverage for scheduled public events; augment minimum career staffing on all front-line units; and serve as command assistants for career Battalion Chiefs and EMS supervisors.

In Prince George's County:

- Volunteers entirely staff many of the County's fire/rescue stations during the evenings (beginning at 3:00 PM on Monday through Friday), on weekends, and on public holidays.
- The Fire Chief appoints a Volunteer Major who carries the same command authority as a career Major (two ranks below the Fire Chief). The Volunteer Major's responsibilities include: coordinating the administration of volunteer personnel to resolve operational issues; and providing the volunteer perspective to the departmental leadership on operational matters.
- The Fire/EMS Department's General Order on the emergency incident chain of command includes the following guidelines for assuming command: "The highest ranking officer (career or volunteer) on the scene may assume command of the emergency incident and may relinquish command of the emergency scene to a subordinate officer after the situation is 'under control.' Ranking officers should consider the value of taking an advisory role as opposed to assuming command, in those situations where the scene is already under control, or well on the way to being under control."
- The County Charter establishes the Fire Commission, composed of nine members elected by the volunteer fire companies. The Commission's duties include maintaining the list of operationally certified volunteers and allocating public funds to the volunteer fire companies.

OLO's more detailed comparative observations on each of the topics for which information was compiled begins on the next page.

GENERAL CHARACTERISTICS

Population, Land Area, and Number of Incidents

Table 2 (below) reports each jurisdiction's population, land area, annual incident workload, and number of unit responses. The data show that:

- More people live in Montgomery County than in the other counties except for Fairfax County;
- Montgomery County's land area is larger than the other counties except for Baltimore County;
- There are more fire, rescue, and EMS incidents in Montgomery County compared to Anne Arundel and Fairfax Counties, but fewer compared to Baltimore and Prince George's Counties; and
- All of the jurisdictions report a substantially larger number of unit responses than incidents because more than one vehicle is often dispatched to a single incident.

TABLE 2
POPULATION, LAND AREA, NUMBER OF INCIDENTS, AND UNIT RESPONSES

County	Population (2002 Census)	Land Area (square miles)	Number of Fire, Rescue, and EMS Incidents FY 03	Number of Unit Responses FY 03
Montgomery	910,156	496	101,518	225,713
Anne Arundel	503,388	416	66,002	160,160
Baltimore	770,298	599	107,353	176,837
Fairfax	1,007,800	395	87,621	213,075
Prince George's	833,084	485	133,644	284,064

Approved FY 04 Budget and Number of Operationally Certified Career Staff

Table 3 (page 11) reports each jurisdiction's approved FY 04 fire/rescue department budget, indicates whether the budget includes funding for employee benefits, the 9-1-1 call center, and apparatus. Table 3 also reports the number of operationally certified career staff. The data show that:

- Department-level budget data cannot easily be compared accurately across the counties because of the different approaches taken to including or excluding funding for significant items (e.g., employee benefits, the 9-1-1 call center, and apparatus purchases) directly in the fire/rescue department or elsewhere in the county's budget.
- Although not identical across the counties in terms of hours worked per year, the number of operationally certified career staff in Montgomery County (933) is comparatively higher than the numbers of certified career staff in Anne Arundel and Prince George's Counties, but lower than the numbers in Baltimore and Fairfax Counties.

TABLE 3
FY 04 BUDGET AND NUMBER OF OPERATIONALLY CERTIFIED CAREER STAFF

County	FY 04 Budget for Fire/Rescue Department (in millions)	Fire/Rescue Department budget includes funds for employee benefits, 9-1-1 center, & apparatus	FY 04 Number of Operationally Certified Career Staff
Montgomery	\$119	Yes	933
Anne Arundel	\$66	Yes	632
Baltimore	\$66	No	1,033
Fairfax	\$119	No	1,201
Prince George's	\$74	No	696

Number of Volunteer Companies, Volunteer-owned Stations, and Volunteers

For each jurisdiction, Table 4 (page 12) lists the number of: volunteer fire companies, number of volunteer-owned stations. The data show that:

- Montgomery County has more volunteer fire companies than Prince George's County, but fewer than Anne Arundel, Baltimore, and Fairfax Counties.
- Montgomery County has more volunteer-owned stations than Fairfax and Anne Arundel Counties, but fewer than Baltimore and Prince George's Counties. As a percent of all stations, the number of volunteer-owned stations in Montgomery County is relatively high (see Table 4, page 12).

Table 4 also lists the number of total and “active” volunteers reported by each county. Similar to Montgomery County, the number of “active” volunteers in the other four counties is a subset of the total number of volunteer fire company members. However, data on volunteer participation are difficult to compare accurately across the counties because each jurisdiction defines, tracks, and reports the number of volunteers somewhat differently.

TABLE 4
NUMBERS OF VOLUNTEER FIRE COMPANIES, VOLUNTEER-OWNED STATIONS, AND VOLUNTEERS

County	Number of Volunteer Fire Companies	Number of Volunteer-Owned Stations	Reported Number of Volunteers*	Reported Number of “Active” Volunteers*
Montgomery	19	28	1,500	379**
Anne Arundel	24	12	1,625	600
Baltimore	35	33	3,091	1,204
Fairfax	38	11	641	318
Prince George’s	12	36	1,100	500

*These data are not easily compared accurately across jurisdictions because of the different approaches taken to defining, tracking, and reporting the total number of volunteers and “active” volunteers. The individual write-ups of each county contained in Part C of this report contain more details on the specific way each county measures volunteer participation.

**379 represents the number of volunteers in Montgomery County that achieved maximum categorical points under LOSAP in the response category in 2002. This number does not count the additional volunteers who respond to calls, but do not achieve the maximum number of LOSAP points in the response category during the year.

Stations and Frontline Fleet

Table 5 (page 13) lists the number of fire/rescue stations and number of vehicles in the frontline fleet of each jurisdiction. It also shows the percent of stations and percent of the frontline fleet owned by volunteer fire companies/departments. The data show that:

- The number of fire/rescue stations in Montgomery County is similar to the numbers in Anne Arundel and Fairfax Counties, but notably fewer than the numbers in Prince George’s and Fairfax Counties.

- The percent of all stations owned by volunteer companies in Montgomery County (85%) is most similar to the percent owned by volunteer companies in Prince George's County (78%), but higher than the percent owned by volunteer companies in the other three counties.
- Montgomery County's frontline fleet of 174 vehicles is comparatively larger than the frontline fleets in three of the four other counties; only Prince George's County has a larger frontline fleet with 195 vehicles.
- In Montgomery County, 26% percent of the frontline fleet is owned by the LFRDs. Comparatively, this is a smaller than the percent of frontline vehicles owned by the volunteer fire companies in the other four counties. In Baltimore County and Prince George's County, the volunteer fire companies own more than half of the frontline fleet.

TABLE 5
STATIONS AND FRONTLINE FLEET: NUMBER AND VOLUNTEER OWNERSHIP

County	Total Number of Fire/Rescue Stations	Percent of Stations Owned by Volunteer Companies	Number of Vehicles in Frontline Fleet*	Percent of Frontline Fleet Owned by Volunteer Companies
Montgomery	33	85%	174	26%
Anne Arundel	30	40%	117	37%
Baltimore	58	57%	156	58%
Fairfax	35	31%	156	36%
Prince George's	46	78%	195	53%

*For all counties, the frontline fleet includes aerial ladder trucks, ambulances, engines, and heavy rescue squads. Montgomery County's frontline fleet also includes engine tankers and tankers.

Assignment of Career and Volunteer Personnel to Stations

- In Montgomery County, career personnel are assigned to all stations in the County, including County-owned and volunteer-owned stations.

Similar to Montgomery County, Anne Arundel and Fairfax Counties also have career personnel assigned to all stations in the County.

Unlike Montgomery County, there is no combined station staffing in Baltimore County. Career personnel staff County-owned stations and volunteer companies staff volunteer-owned stations. No career staff are assigned to volunteer-owned stations.

In Prince George's County, many stations are entirely staffed by volunteer personnel in the evenings (after 3:00 PM Monday through Friday), weekends, and on public holidays. During other hours, 38 of 46 stations are staffed with a combination of career and volunteer personnel; five are fully staffed by volunteers, and three are fully staffed by career personnel.

STRUCTURAL LOCATION OF DEPARTMENT AND AUTHORITY OF DEPARTMENT HEAD

Establishment of Fire/Rescue Department and Reporting Structure

- In Montgomery County, local law (County Code Chapter 21) establishes the Montgomery County Fire and Rescue Service (MCFRS).

Unlike Montgomery County, in Anne Arundel County, Baltimore County, and Prince George's County, the fire department is established both in the County's Charter and local law. In Fairfax County, it is State law that authorizes the County to establish a fire department.

- In Montgomery County, MCFRS is an Executive Branch department. The head of the department reports to the County Executive through the Chief Administrative Officer.

Similar to Montgomery County, the head of the fire/rescue departments in Baltimore, Fairfax, and Prince George's Counties report to the County Executive through the Chief Administrative Officer. In Anne Arundel County, a 2002 Charter amendment changed the reporting structure such that the Fire Chief now reports directly to the County Executive.

Designation and Appointment of Department Head

- In Montgomery County, local law designates the Fire Administrator as the department head of MCFRS.

Unlike Montgomery County, the department head of the fire/rescue departments in the other four counties is the Fire Chief. In Anne Arundel, Baltimore, and Prince George's Counties, both the County Charter and local law establish a Fire Chief as the individual responsible for administering the fire department. In Virginia, State law stipulates that the head of the fire department will be known as the Chief.

- In Montgomery County, the County Executive appoints the Fire Administrator, subject to confirmation by the County Council.

Similar to Montgomery County, the County Executives in the four other counties appoint the head of the fire/rescue department, i.e., the Fire Chief. Like Montgomery County, the appointment in Baltimore and Prince George's Counties is subject to Council confirmation; in Fairfax County, the appointment requires confirmation by the Board of Supervisors. Unlike Montgomery County, the County Executive in Anne Arundel County appoints the Fire Chief and the appointment is not subject to Council confirmation.

- In Montgomery County, local law designates the Fire Administrator as the "non-uniformed" department head of MCFRS.

Unlike Montgomery County, although not legally required, the Fire Chiefs in the other four jurisdictions all have backgrounds as career firefighters. The Anne Arundel Charter requires that the appointment of the Fire Chief be made solely on the basis of the individual's qualifications. The Prince George's County Charter requires that the Fire Chief has "at least five years of administrative experience in the field of fire prevention, fire training, or fire suppression."

Authority and Responsibilities of the Department Head

- In Montgomery County, the law provides the Fire Administrator with "all of the powers of a department director." The law states that the Fire Administrator "must implement the policies of the Fire and Rescue Commission and effectively administer all fire and rescue services provided in the County."

The other four counties are different from Montgomery County on this issue. In all four other jurisdictions, a combination of Charter and law articulate the general authority and responsibilities of the Fire Chief. Although the specific legal language varies, the Fire Chief is provided with broad authority to administer fire and rescue services.¹

ESTABLISHMENT AND ROLE OF FIRE BOARD OR COMMISSION

Montgomery County. Montgomery County law establishes a Fire and Rescue Commission with regulatory authority and a Fire Board with an advisory role. The other four counties have formally established boards and commissions that deal with fire and rescue service issues; however, no board or commission in the other counties have a policy-making role similar to that assigned by law in Montgomery County to the Fire and Rescue Commission.

¹ The individual County descriptions in Part C (beginning on page 22) contain the specific language used in each of the counties.

In Montgomery County, the law establishes a Fire and Rescue Commission (FRC) with seven members, who are appointed by the County Executive and confirmed by the Council. The FRC includes two representatives of volunteer firefighters, two representatives of career firefighters, and three representatives of the general public. The Fire Administrator serves as the ex-officio non-voting Chair of the Commission and must implement and enforce all Commission policies.

By law, the FRC must “develop, on behalf of the County, effective, efficient, and equitable fire, rescue, and emergency medical services County-wide, and provide the policy, planning and regulatory framework for all fire, rescue, and emergency medical services operations.” The FRC has broad authority to adopt County-wide policies, standards, procedures, plans, and programs applicable to all fire, rescue, and emergency medical service operations.

Montgomery County law also establishes the Fire Board, which consists of the chief and president of each Local Fire and Rescue Department. The duties and authority assigned by law to the Fire Board include: submitting a list of candidates for appointment to the Fire and Rescue Commission; actively support volunteer participation in fire, rescue, and medical service; and review and advise the Commission on any proposal to adopt policies, regulations, requirements, or standards pertaining to fire and rescue services.

Other Counties. Prince George’s, Anne Arundel, and Fairfax Counties also have a formally established Fire Board or Commission; the composition and roles of these entities are summarized below. Unlike the FRC in Montgomery County, none has a regulatory or policy-making role.

In Prince George’s County, the Charter establishes a Fire Commission that consists of nine members elected by the volunteer fire companies. The Commission has a legally mandated role in the review and allocation of public funds to the volunteer fire companies.

In Anne Arundel County, local law establishes a Fire Advisory Board that consists of nine members with specific representatives of volunteer firefighters (3 members), career firefighters (3 members), and citizens (3 members). By law, the Board advises and consults with the County Executive, Fire Chief and other County officials on a broad range of fire, rescue, and emergency medical services issues.

In Fairfax County, there is a Volunteer Fire Commission established by the Board of Supervisors. The Commission consists of seven members elected by the volunteer fire departments and appointed by the Board of Supervisors. The Commission serves as the volunteers’ formal representative to the Fire Chief and serves in an advisory capacity to the Board of Supervisors. The Commission is also involved with approving the volunteer training curriculum and establishing the minimum specifications for volunteer-owned apparatus.

Baltimore County does not have a formally established fire board or commission. In practice, the Baltimore Volunteer Firemen’s Association serves as the primary point of contact between the Fire Chief and the volunteer fire companies.

OTHER ORGANIZATIONS THAT REPRESENT THE VOLUNTEERS

- In Montgomery County (as explained above), local law establishes the Fire and Rescue Commission and the Fire Board as two formal entities that include representatives from the County's LFRDs. In addition, other non-profit organizations of volunteers in the County have been established, including the Montgomery County Volunteer Fire Rescue Association, the Montgomery County President's Committee, and the Community Fire Rescue Chief Officers Association.

Similar to Montgomery County, staff from the other four other counties report that, in addition to the formal entities established by the local government to represent the volunteer fire companies, there are other non-profit organizations that have been formed over the years to speak on behalf of the volunteer fire companies' interests in the county.

EMERGENCY AND NON-EMERGENCY CHAIN OF COMMAND

Emergency Incident Chain of Command

- In Montgomery County, the law requires the Fire and Rescue Commission to adopt by regulation an "integrated emergency command structure (IECS)" and requires that the "IECS retain and actively encourage volunteer participation at all levels of the chain of command." A Fire and Rescue Commission Executive Regulation lists the incident chain of command and rules for determining who will be the Incident Commander.

Similar to Montgomery County, the four other counties have rules for determining who the Incident Commander is and rules for how, upon arrival, higher ranking officers can assume command. Unlike Montgomery County, the incident management system and rules for the chain of command are set forth in a fire/department department policy or other directive issued by the Fire Chief.

In Prince George's County, the General Order that outlines the emergency incident chain of command specifies that the highest ranking officer (career or volunteer) may assume command of the emergency scene and may relinquish command of the emergency to a subordinate officer after the situation is "under control." The General Order states that "Ranking officers should consider the value of taking an advisory role as opposed to assuming command, in those situations where the scene is already under control, or well on the way to being under control."

At incidents where both career and volunteer personnel respond, the Baltimore County Fire Department's policy is that the highest ranked career officer on the scene is the official Incident Commander. However, interviews with the Chief and President of the Baltimore County Firemen's Association confirm that, in practice, if a volunteer Company Officer is the initial Incident Commander, an arriving career officer will only insist that command be transferred if he/she is not satisfied with how the incident is being managed.

- In Montgomery County, the highest ranked officer in the emergency incident chain of command is a Fire/Rescue Chief. The Chief of the Division of Fire and Rescue Services, the Chief of the Division of Volunteer Fire and Rescue Services, and 18 Local Fire and Rescue Department Chiefs can all be operationally certified as a Fire/Rescue Chief.

The other four counties are different from Montgomery County on this issue. In Anne Arundel, Baltimore, Fairfax, and Prince George's Counties, it is the single Fire Chief who is the highest ranked officer in each jurisdiction's emergency incident chain of command.

Highest Ranking Volunteer Officer and Appointment of Volunteer Command Staff

- In Montgomery County, volunteer members can serve at all levels in the rank structure.

Unlike Montgomery County, in Prince Georges County, the highest ranking volunteer member is the Volunteer Major, two levels down the Chief. In Anne Arundel and Fairfax Counties, the highest ranked volunteers are the Volunteer Company Chiefs, who are directly below the career Battalion Chiefs.

- In Montgomery County, there are no provisions for the Fire Administrator or Chief of the Division of Fire and Rescue Services to appoint volunteer command staff.

Similar to Montgomery County, the Fire Chiefs in Baltimore and Fairfax County do not appoint volunteer command staff. Unlike Montgomery County, the Fire Chief in Prince George's County appoints one Volunteer Major and eight Volunteer Division Chiefs. In Anne Arundel County, the Fire Chief appoints all volunteer command officers at the rank of Lieutenant and above.

Certification Process and Number of Certified Personnel by Rank

- In Montgomery County, to be certified and considered part of the Integrated Emergency Command Structure (IECS), personnel (both career and volunteer) must meet the Fire and Rescue Commission's current training and experience standards for each rank, and be authorized by the Fire Administrator as eligible to serve at that specific rank.

Similar to Montgomery County, the other counties have minimum training and experience standards by rank and processes in place for certifying individuals as eligible to respond to incidents. In Anne Arundel and Fairfax Counties, the Volunteer Liaison in the fire/rescue department maintains the current list of certified volunteer members. In Prince George's County, the law assigns this task to the Volunteer Fire Commission. In Baltimore County, the Baltimore County Volunteer Firefighter's Association maintains the current list of certified volunteer members.

- In Montgomery County, data on the number of certified personnel by rank show a traditional pyramid authority structure in the career ranks but not in the volunteer ranks.

The other three counties for which comparable data were available are different from Montgomery County on this issue. Specifically, the data from Prince George's County, Fairfax County, and Anne Arundel Counties show a more traditional pyramid authority structure throughout both the career and volunteer ranks.

Non-Emergency Chain of Command

Montgomery County. In Montgomery County, Executive Regulation 44-87 establishes that career personnel assigned to individual fire and rescue stations are supervised by the most senior career officer assigned to that station. In stations that are fully staffed by career personnel, decisions about routine activities are made by the Station Commander, who in turn takes direction from his/her Battalion Chief.

There is no written policy that formally outlines the non-emergency chain of command in stations that are staffed with a combination of volunteer and career personnel. MCFRS staff report that the general practice is for the most senior career and volunteer officers on duty to jointly make decisions about assignments and activities in the fire house.

Other Counties. In Baltimore County, fire and rescue services are provided from stations that are either fully staffed by career personnel or fully staffed by volunteer personnel. In all-career stations, the highest ranked career officer on each shift makes decisions about assignments and activities in the fire house. Similarly, the highest ranked volunteer officer directs activities at the all-volunteer stations.

In the other three counties (Anne Arundel, Fairfax, and Prince George's), written Fire/Rescue Department rules, approved by the Fire Chief, outline the non-emergency chain of command. Similar to Montgomery County, the highest ranking career officer assigned to a station formally supervise career staff in that station.

Across the jurisdictions, Volunteer Company Chiefs exercise different degrees of authority over non-emergency matters in the fire stations. In Anne Arundel County, both the Charter and law explicitly state that the Fire Chief is not permitted to participate in the corporate affairs of any volunteer fire company.

APPARATUS ACQUISITION AND TRANSFER

Apparatus Acquisition

- In Montgomery County, any proposed acquisition of a vehicle (purchased with either County or LFRD funds) must be reviewed by the Fire Administrator for compliance with the Fire and Rescue Master Plan and to ensure that the vehicle meets minimum performance standards established by the Fire and Rescue Commission.

Similar to Montgomery County, the other four counties require that all apparatus purchased meet minimum performance standards. Montgomery County is different from the other counties in that the standards are established by the Fire and Rescue Commission.

In Fairfax, Anne Arundel, and Prince George's Counties, the fire/rescue department establishes the minimum performance standards for all vehicles. In Baltimore County, the Fire Department (in consultation with the County's Purchasing Bureau) establishes performance standards for County-purchased vehicles; the Baltimore County Volunteer Firemen's Association establishes minimum performance standards for vehicles purchased with volunteer fire company funds.

- In Montgomery County, the Fire and Rescue Commission (FRC) establishes the procedures for the review and approval of all new apparatus, purchased either with County or LFRD funds. The FRC must approve all apparatus before it is placed in service and used to respond to incidents.

Similar to Montgomery County, all four counties have procedures for the review and approval of new apparatus before it is placed in service. Montgomery County is different in that the Fire and Rescue Commission establishes the procedures and has final approval authority.

In the other counties, the fire/rescue department establishes the procedures for the review and approval of new apparatus and the Fire Chief has the final authority to approve apparatus to be used for operations. All four jurisdictions report working with the volunteer fire companies/departments and the various volunteer member organizations on the purchases of apparatus using volunteer company funds.

Apparatus Transfer

- In Montgomery County, the law provides that in emergency situations, "the County Executive may transfer any apparatus purchased in whole or in part with tax funds, including any apparatus titled to a local fire and rescue department." In practice, the authority to transfer apparatus to respond to emergency incidents is exercised through the work of the fire and rescue services section of the County's Emergency Communications Center.

Similar to Montgomery County, all apparatus in the other counties can be transferred in emergency situations. Similarly, it is each jurisdiction's 9-1-1 call center that transfers apparatus in order to respond to emergency incidents.

- In Montgomery County, the law requires the Fire and Rescue Commission (FRC) to adopt and the Chief Administrative Officer to approve policies concerning both short-term and long-term transfer of apparatus. FRC Policy and Procedure 25-04, Non-Emergency Reassignment of Apparatus, establishes procedures for replacing apparatus placed out-of-service due to either a planned activity (e.g., preventive maintenance, training) or an unplanned event (e.g., mechanical failure, damage due to a collision).

The Fire Chiefs from the four other counties report that as part of their overall authority to administer fire and rescue operations, they can transfer both County-owned and volunteer-owned apparatus in non-emergency situations. The Fire Chiefs also report that, in practice, vehicles owned by the volunteer fire companies are less likely (or never) transferred in non-emergency situations.

TRAINING, EXPERIENCE, AND PROMOTION: STANDARDS AND PROCESS

Minimum Training and Experience Standards

- In Montgomery County, the law requires that the Fire and Rescue Commission establish minimum training standards to "...be applied similarly to all personnel engaging in similar duties." FRC Executive Regulation 1-98 AMII, Certification Standards for Training and Experience Requirements, establishes the minimum requirements that apply to all emergency service providers, both career and volunteer.

Similar to Montgomery County, staff from the other four counties report that minimum training and experience standards are established by rank, and that the minimum standards are basically the same for career and volunteer personnel. Unlike Montgomery County where the Fire and Rescue Commission establishes the minimum training and experience standards, the specific requirements for career and volunteer personnel in the other jurisdictions are outlined in different combinations of local law, regulations, and other policies.

- In Baltimore County, Fire Department policies, approved by the Fire Chief, establish minimum training and experience standards for career personnel. The Baltimore County Volunteer Firemen's Association establishes minimum training standards for volunteers.
- In Anne Arundel County, local law establishes minimum training and experience standards for career personnel, while Department Rules and Regulations expand upon the standards for career personnel and establish standards for volunteer personnel at all ranks.

- In Prince George's County, local law establishes minimum training and experience standards for volunteer personnel. Departmental policies, approved by the Chief, establish minimum training and experience standards for career personnel.
- In Fairfax County, Departmental procedures establish minimum training standards for career and volunteer personnel. The Volunteer Fire Commission, in consultation with the Fire Chief, is involved with approving the volunteer training curriculum.

Promotion Process

Montgomery County. In Montgomery County, a written policy issued by the Division of Fire and Rescue Services (Promotion Procedure, Policies and Procedures 512) establishes additional training and experience requirements for career staff. In sum, the procedure identifies specific education, training, and experience requirements that must be met for promotion to each rank.

In Montgomery County, volunteer personnel are eligible for promotion as soon as they meet the minimum requirements for each rank, as set forth in the Fire and Rescue Commission's Executive Regulation. Volunteer personnel are promoted in a variety of ways, including various promotional exams determined by individual LFRDs, appointment by the LFRD Chief, and popular vote within the LFRD.

Other Counties. Similar to Montgomery County, in the other four counties, the promotion process for career and volunteer personnel is not identical. In all four counties, the Fire/Rescue Department manages the promotion process for career personnel, and promotions to the more senior ranks are made on the basis of competitive selection. The promotion process for volunteer personnel varies; for example:

- In Baltimore County, each independent volunteer fire company decides on the promotional requirements for volunteer personnel to serve as officers.
- In Anne Arundel County, individual companies may appoint or elect volunteer officers. However, to be recognized as a "County approved" officer, the person must receive approval from the Fire Chief.
- In Prince George's County, the law establishes minimum qualifications by rank for all volunteers, including minimum training, medical standards, and continuing education requirements. The law also establishes the Volunteer Fire Service Qualifications Review Board to monitor the volunteer training and promotion process.
- In Fairfax County, the promotional requirements for volunteer personnel are the same as those for career personnel for all ranks below Battalion Chief. Only career staff are eligible for promotion to Battalion Chief and above.

PART C: INFORMATION BY JURISDICTION

This section presents the information compiled on the organization and governance structure of fire and rescue services in Montgomery County, Anne Arundel County, Baltimore County, Fairfax County, and Prince George's County.

JURISDICTION	BEGINS ON PAGE:
Montgomery County	23
Anne Arundel County	41
Baltimore County	52
Fairfax County	58
Prince George's County	68

Each county's chapter begins with a table that presents general data on the county and its fire and rescue services. The other information compiled for each jurisdiction is organized as follows:

- A. Organization charts - the fire/rescue department within the county government and the overall structure of the fire/rescue department itself
- B. Description of the Department Head's Authority and Responsibilities
- C. The Organization of Volunteers and Measures of Volunteer Participation
- D. The Authority Relationship between Career and Volunteer Components
 - 1. The Chain of Command (emergency and non-emergency)
 - 2. Apparatus Acquisition and Transfer
 - 3. Training, Experience, and Promotion: Standards and Process

MONTGOMERY COUNTY FIRE AND RESCUE SERVICE

COUNTY POPULATION AND LAND AREA¹	
Total population	910,156
Land area	496 square miles
SERVICE CHARACTERISTICS: PERSONNEL, STATIONS, VEHICLES, AND FY 04 BUDGET	
<i>Number and ownership of stations</i>	
County-owned	5 stations
Local Fire and Rescue Department-owned	28 stations
<i>Total</i>	33 stations
<i>FY 04 County personnel</i>	
Uniform (operationally certified)	933 positions
Non-uniform	155 positions
<i>Total</i>	1,088 positions
<i>Volunteer personnel²</i>	
Total number of volunteer members	1,500 volunteers
Number operationally certified members	927 volunteers
Number of "active" members (in response)	379 volunteers
<i>Fire and rescue vehicles</i>	
County-owned	305 vehicles (72%)
Local Fire and Rescue Department-owned	119 vehicles (28%)
<i>Total</i>	424 vehicles (100%)
<i>Frontline vehicles³</i>	
County-owned	128 vehicles (74%)
Local Fire and Rescue Department-owned	46 vehicles (26%)
<i>Total</i>	174 vehicles (100%)
<i>FY 04 approved MCFRS budget⁴</i>	\$119 million
FIRE, RESCUE, AND EMS WORKLOAD MEASURES	
<i>CY 03 fire, rescue, and EMS incidents:</i>	
• Fire suppression	1,678
• Emergency medical services	74,513
• Other ⁵	25,327
<i>Total</i>	101,518
<i>Total CY 03 unit responses</i>	225,713

1. Source: Census Bureau data, July 2002.

2. See page 27 for explanation of how volunteer participation is reported.

3. Frontline apparatus includes aerial ladder trucks, ambulances, engines, engine tankers, heavy rescue squads, and tankers.

4. The budget includes funds for employee benefits, Emergency Communications Center, and apparatus.

5. "Other" incidents include responses to non-structure fire and/or miscellaneous alarm calls, e.g., automatic fire alarms

Source: OLO in consultation with MCFRS staff.

FY 03 RESPONSE TIME PERFORMANCE		
<i>Urban Districts</i>	<i>Goal*</i>	<i>FY 03 Actual</i>
Fire incidents within 6-minutes	85%	70%
BLS incidents within 6-minutes	85%	75%
ALS incidents within 8-minutes	95%	85%
<i>Suburban Districts</i>		
Fire incidences within 6-minutes	65%	44%
BLS incidences within 6-minutes	65%	63%
ALS incidences within 8 minutes	90%	77%
<i>Rural Districts</i>		
Fire incidences within 6 minutes	25%	39%
BLS incidences within 6-minutes	25%	48%
ALS incidences within 8-minutes	50%	65%

*The response goals for MCFRS are established by the Fire, Rescue, and EMS Master Plan, most recently amended in 2000. BLS=Basic Life Support unit; ALS=Advanced Life Support unit

A. Organization Charts

The chart on page 40a shows the organizational location of the Montgomery County Fire and Rescue Service (MCFRS) as a department in the Executive Branch of the County Government. The chart on page 40b depicts the structure of MCFRS that reports to the Fire Administrator, as the MCFRS Department head.

B. Description of the Department Head's Authority and Responsibilities

Local law (Montgomery County Code Chapter 21) outlines the authority and responsibilities of the Fire Administrator as the non-uniformed department head of the Montgomery County Fire and Rescue Service. Similar to other Executive branch department heads, the Fire Administrator reports directly to the Chief Administrative Officer. The County Executive appoints the Fire Administrator, subject to confirmation by the County Council.

The Fire Administrator serves as the ex-officio non-voting chair of the Fire and Rescue Commission. By law (Section 21-3), the Fire Administrator is responsible for implementing and enforcing Commission policies and regulations, and for administering all fire and rescue services in the County.

The Fire and Rescue Commission. By law (Section 21-2), the Fire and Rescue Commission must “develop, on behalf of the County, effective, efficient, and equitable fire, rescue, and emergency medical services County-wide, and provide the policy, planning and regulatory framework for all fire, rescue, and emergency medical services operations.” The law provides the Commission with broad authority to adopt County-wide policies, standards, procedures, plans, and programs applicable to all fire, rescue, and emergency medical service operations.

The Fire and Rescue Commission consists of seven members, appointed by the County Executive and confirmed by the Council. Two members must represent the volunteer sector of the fire and rescue services, two members must represent the career sector, and three members must represent the general public.

By law, as stated above, the Fire Administrator serves as the ex-officio non-voting Chair of the Commission and must implement and enforce all Commission policies. In addition, the by-laws of the Commission authorize the Fire Administrator to:

- Preside at all meetings of the Commission;
- Establish the agenda for each meeting as well as its order and form (the Commission may amend the agenda by a majority vote);
- Sign off and execute all authorized documents on behalf of the Commission;
- Appoint all standing committees, special committees, and work groups required to carry out the objectives of the Commission; and
- Serve as an ex-officio member of all committees.¹

The Fire Administrator supervises the two Division Chiefs. By law (Section 21-3), the Fire Administrator supervises the chiefs of the department's two divisions: the Division of the Fire and Rescue Services (DFRS), and the Division of Volunteer Fire and Rescue Services (DVFRS). Both chiefs are non-merit positions, appointed by the County Executive and confirmed by the Council.

- The DFRS Chief supervises and has day-to-day command of the career (uniform and non-uniform) merit system employees. DFRS provides career staffing for all of the local fire and rescue departments. DFRS is responsible for fire and rescue communications and training, fire code enforcement and arson investigation, emergency management, certain public education programs, and centralized planning and administrative functions.
- The DVFRS Chief coordinates activities of volunteers and the local fire and rescue departments. The local departments are included in the DVFRS and the Division promotes their integration into the overall service. The Division's responsibilities include assisting with communication among the County fire and rescue organizations and the local departments, helping to coordinate policy development and review, and administering the length of service award program (LOSAP) for volunteers.

By law (Section 21-3(e)), the Fire Administrator supervises the Internal Affairs Officer, who must assist the Commission and Fire Administrator in monitoring compliance with law and County and Commission policies. The Fire Administrator appoints the Internal Affairs Officer, after receiving the recommendation of the Commission.

¹ Source: Commission's by-laws, effective 10/8/87.

By law (Section 21-3(f)), the Fire Administrator is required to meet regularly with the Fire Board and senior Division of Fire and Rescue Services staff to communicate policy, evaluate the effectiveness of the County's integrated fire and rescue services, and receive advice on the development of policies and delivery of services.

By law (Section 21-3(g)), the Fire Administrator has authority to take disciplinary action against any employee or volunteer for violation of law, County policy, Commission policy, or any order of the Administrator. The law provides that each local department must initially administer the discipline of its employees and volunteers, and the Administrator must not take any action involving an LFRD employee or volunteer unless the Administrator finds (under regulations adopted by the Fire and Rescue Commission) that the LFRD has not satisfactorily resolved a problem in a timely manner.

C. The Organization of Volunteers and Measures of Volunteer Participation

Organization of Volunteers

There are 19 Local Fire and Rescue Departments (LFRDs) in Montgomery County. Each LFRD is managed by a Board of Directors and has a corporation President; 18 of the 19 LFRDs have a Fire/Rescue Chief.

The Fire Board. The law (Section 21-4) establishes the Fire Board, which consists of the Chief and President of each LFRD. On an annual basis, the Board elects a Chair from among its members. As stated above, the law requires the Fire Administrator to meet regularly with the Fire Board. The duties, responsibilities, and authority assigned by law to the Fire Board include:

- Submit to the County Executive a list of candidates for appointment to the Fire and Rescue Commission;
- Actively support, in coordination with the Fire and Rescue Commission, volunteer participation in fire, rescue, and medical service;
- Advise the Commission on any matters related to the fire, rescue, and medical services;
- Review and advise the Commission on any proposal of the Commission to adopt policies, regulations, requirements, or standards pertaining to fire and rescue services; and
- Perform other tasks delegated by the Commission.

Other Volunteer Organizations. There are three other active organizations of volunteer firefighters in the County:

- The Montgomery County Presidents Committee;
- The Community Fire Rescue Chief Officers Association; and
- The Montgomery County Volunteer Fire Rescue Association.

Measures of Volunteer Participation

In Montgomery County, the LFRDs report an estimated 1,500 volunteers contribute in various ways to MCFRS. Volunteer contributions include: responding to incidents, fundraising, community education, purchasing apparatus and equipment, and providing various types of administrative support and station management.

MCFRS quantifies volunteer participation in different ways. The most commonly cited measures are listed below.

Number of volunteers certified to as IECS participants. The Fire and Rescue Commission's Executive Regulation establishing the Integrated Emergency Command Structure (IECS) requires participants to meet minimum training and experience requirements established for each rank. As of February 2004, there were 927 volunteer members certified as IECS participants. Table 8 (page 30) shows the number of volunteers certified at each rank.

Number of certified LOSAP participants by category. Established by law, the Length of Service Award Program (LOSAP) provides retirement benefits to volunteers who accumulated points based on participation in certain activities during their years of service. Table 6 (below) lists the number of volunteers that achieved maximum categorical point totals on a Countywide basis based on current LOSAP criteria for the response, training, and standby categories for the calendar years 2000, 2001, and 2002.

The number of volunteers that achieve maximum categorical points in the response category is often cited as the number of "active" volunteers who respond to incidents. However, it should be recognized that this number does not count the additional volunteers who respond to calls, but do not achieve the maximum number of LOSAP points in the response category during the year.

TABLE 6
NUMBER OF VOLUNTEER MEMBERS RECEIVING MAXIMUM LOSAP POINTS IN
SELECTED CATEGORIES - ALL LFRDs

Calendar Year	Response	Training	Standby	Total Active
2000	505	72	856	774
2001	478	83	875	911
2002	379	58	870	916

Source: MCFRS

D. Authority Relationship between Career and Volunteer Components

This section summarizes the laws and regulations that outline the authority relationship between the career and volunteer components of MCFRS in the following areas:

Section 1, Chain of Command, reviews the law and regulations governing the emergency and non-emergency chain of command;

Section 2, Apparatus Acquisition and Transfer, reviews the law and procedures governing the acquisition and transfer of apparatus; and

Section 3, Training, Experience, and Promotion, reviews the regulation and procedures that establish minimum training and experience standards for career and volunteer personnel, and describes the promotion process.

Section 1: Chain of Command

a. Emergency Incident Chain of Command

County law (Section 21-8) requires that the Fire and Rescue Commission adopt by regulation an “integrated emergency command structure” (IECS) applicable to all IECS certified providers of fire, rescue, and emergency medical services, on all emergency incidents. The Commission must regularly review the IECS regulations. Five votes of the Commission are required to amend the IECS.

The law requires that the IECS must retain and actively encourage volunteer participation at all levels of the chain of command. Volunteers who meet the requirements and standards of experience and training must be eligible to advance to all levels of the chain of command.

Executive Regulation 02-01, Integrated Emergency Command Structure, establishes an operational chain of command that provides for the integration of all certified fire and rescue service personnel into the command structure. Appendix A1 at ©1 contains a copy of the Executive Regulation that establishes the IECS.

Table 7 (page 29) shows the operational chain of command, as established by Executive Regulation. Table 8 (page 30) lists the current number of certified career and volunteer personnel at each rank.

To be certified and considered part of the IECS, personnel (both career and volunteer) must meet the Fire and Rescue Commission’s current training and experience required for each rank, and be authorized by the Fire Administrator as eligible to serve at that specific rank. (See page 34 for more on MCFRS’ training and experience requirements.)

TABLE 7
MONTGOMERY COUNTY FIRE AND RESCUE SERVICE
EMERGENCY INCIDENT CHAIN OF COMMAND

<div style="display: flex; flex-direction: column; align-items: center;"> <div>Highest</div> <div style="margin: 10px 0;">↓</div> <div>Lowest</div> </div>	Fire/Rescue Chief
	Fire/Rescue Deputy Chief
	Fire/Rescue Assistant Chief
	Fire/Rescue Battalion Chief*/EMS Provider
	Fire/Rescue Captain/EMS Provider
	Fire/Rescue Lieutenant/EMS Provider
	Master Firefighter/Rescuer/EMS Provider
	Firefighter/Rescuer III or Rescuer III/EMS Provider
	Firefighter/Rescuer II or Rescuer II/EMS Provider
	Firefighter/Rescuer I or Rescuer I/EMS Provider
	Firefighter/Rescuer or Rescuer/EMS Provider

* A Fire and Rescue Commission resolution adopted in November 2003 changed the working title of District/Duty Chief to Battalion Chief. An EMS Provider-only can be certified at all levels up to Battalion Chief.

Source: Fire and Rescue Commission Executive Regulation 02-01, Integrated Emergency Command Structure

TABLE 8
MONTGOMERY COUNTY
NUMBER OF CAREER AND VOLUNTEER PERSONNEL CERTIFIED AS IECS PARTICIPANTS

Rank	Number of Certified Personnel		
	Career	Volunteer	Total
Fire/Rescue Chief	1	17	18
Fire/Rescue Deputy Chief	3	29	32
Fire/Rescue Asst. Chief	8	15	23
Fire/Rescue Battalion Chief*	25	8	33
Fire/Rescue Captain	114	24	138
Fire/Rescue Lieutenant	90	37	127
Fire/Rescue Master Firefighter	194	87	281
Fire/Rescue Firefighter III	344	57	401
Fire/Rescue Firefighter II	153	158	311
Fire/Rescue Firefighter I	0	23	23
Firefighter/Rescuer Recruit	1	14	15
Firefighter/Rescuer Candidate	0	52	52
EMS Provider Duty Chief	0	1	1
EMS Provider Captain	0	6	6
EMS Provider Lieutenant	0	24	24
EMS Provider Master	0	54	54
EMS Provider III	0	14	14
EMS Provider II	0	84	84
EMS Provider I	0	79	79
EMS Provider Recruit	0	23	23
EMS Provider Candidate	0	121	121
Total	933	927	1,860

* A Fire and Rescue Commission resolution adopted in November 2003 changed the working title of District/Duty Chief to Battalion Chief. An EMS Provider-only can be certified at all levels up to Battalion Chief.

Source: MCFRS list of certified personnel as of February 2004.

The IECS defines the Incident Commander as the officer on the scene in charge of an incident. The Incident Commander is responsible for the strategic decisions and the assignment of other positions to control an incident. A Command Officer is defined as an individual certified as a Battalion Chief, Assistant Chief, Deputy Chief, or Chief.

Note: In accordance with FRC Regulation 2-98AMII, the Emergency Medical Service (EMS) Provider rank is the designated title of volunteer members of an LFRD who are certified to perform only emergency medical services duties.

In sum, the IECS establishes the following policies for determining who the Incident Commander is:

- The highest ranking officer on the scene of an incident is in command until relieved of command by a higher ranking officer. The exchange of command occurs only after the command officers have communicated either face-to-face or by radio.
- The first arriving officer is the Incident Commander. The dispatched Command Officer from the first due jurisdiction (which includes a DFRS Battalion Chief), may assume command from a non-dispatched Command Officer of equal rank.
- All fire and rescue chiefs, including the Chiefs of DFRS and DVFRS, have command authority within Montgomery County. A fire and rescue chief has the authority to assume command over an incident within his/her jurisdiction.
- “Jurisdiction” is defined as a Local Fire and Rescue Department’s first due area. The jurisdiction of the DFRS and DVFRS Chiefs encompasses all of Montgomery County.
- EMS Provider Command Officers may act as Incident Commanders only on incidents primarily involving patient care. EMS Provider Unit Officers may act as Incident Commanders only if a Primary Unit Officer is not on the scene of an incident.

b. Non-Emergency Chain of Command

County law does not explicitly address the non-emergency chain of command, which is often referenced as the chain of command “in the fire house.” The Division of Volunteer Fire and Rescue Services’ (DVFRS) list of five-year plan goals includes “implementation of an FRC/MCFRS policy regarding the non-emergency chain of command.”

A County Government Executive Regulation 44-87, (adopted by Council Resolution in 1988) establishes the non-emergency chain of command for County Government fire and rescue employees. This regulation applies to all situations that are not covered by the IECS described above. In sum, the Executive Regulation states that career personnel assigned to individual fire and rescue stations are supervised by the most senior career officer assigned to that station.

In stations that are fully staffed by career personnel, decisions about assignments and activities in the fire house are made by the Station Commander, who in turn takes direction from his/her Battalion Chief. Although not formally outlined in a policy or procedure, in stations that are staffed with volunteer and career personnel, MCFRS personnel report that the general practice is for the most senior career and volunteer officers on duty to jointly make decisions about assignment and activities in the fire house.

Section 2: Apparatus Acquisition and Transfer

a. Apparatus Acquisition

In February 2002, the Fire and Rescue Commission approved Policy and Procedure #03-08, Acquisition of Fire and Rescue Vehicles. This Policy and Procedure establishes procedures for reviewing and approving the acquisition of all fire and rescue apparatus and EMS units that will be used by MCFRS.

In sum, the Policy and Procedure requires that any proposed acquisition of a vehicle must be reviewed by the Fire Administrator:

- For compliance with the approved Fire and Rescue Master Plan; and
- To ensure that the vehicle meets performance and safety requirements established by the Fire and Rescue Commission.

The review and approval process varies according to the funding sources used to acquire and support the vehicle. The term “supported” is defined as the costs to provide vehicle insurance, staffing, equipment, maintenance/repair/rehabilitation, and fuel/supplies. The Policy and Procedure establishes three different categories:

- Units that are purchased and supported with County tax funds;
- Units that are purchased by a Local Fire and Rescue Department and supported in whole or in part with County tax funds; and
- Units that are purchased by a Local Fire and Rescue Department and supported without the use of County tax funds.

A key difference is the role of the Apparatus Specifications Committee (ASC), which is a committee of career and volunteer personnel appointed by the Fire Administrator and reporting to the MCFRS Division Chiefs. For vehicles purchased with County funds, the ASC is charged with developing the specifications; for vehicles purchased with LFRD funds, the ASC is charged with reviewing the specifications to determine whether it meets minimum performance requirements.

There are also some differences in the process of review and approval depending upon whether the vehicle being purchased is a “like-for-like replacement,” a “different type,” or a “specialty vehicle.” These categories are defined as follows:

- A “like-for-like replacement” is a vehicle that does not increase the existing fleet, e.g., an engine purchased to replace an engine;

- A “different type” is a vehicle that would increase the MCFRS authorized fleet inventory; and
- A “specialty vehicle” is defined to include boats, brush trucks, tankers, breathing air units, cave-in units, haz-mat units, special evacuation units, and underwater rescue units.

b. Apparatus Transfer

County law (Section 21-13) requires the Fire and Rescue Commission to adopt and the Chief Administrative Officer to approve policies concerning both short-term and long-term transfer of apparatus. The law provides that in an emergency not covered by the Commission policy, “the County Executive may transfer any apparatus purchased in whole or in part with tax funds, including any apparatus titled to a local fire and rescue department.”

Fire and Rescue Commission Policy and Procedure 25-04, Non-Emergency Reassignment of Apparatus, became effective in November 2000. This Policy amended the procedure for both the long- and short-term reassignment of fire, rescue, and emergency medical services apparatus between stations or local fire and rescue departments. The Policy applies to replacing apparatus that is placed out-of-service due to either a planned activity (e.g., preventive maintenance, training) or an unplanned event (e.g., mechanical failure, damage due to a collision).

The Policy applies to all fire, rescue, and emergency medical services personnel and all apparatus, whether titled to Montgomery County or a local fire and rescue department. The Policy establishes the following limits for apparatus purchased either with Senator Amoss funds or private LFRD funds:

- Apparatus purchased in whole or part with State Fire, Rescue, and Ambulance Funds (i.e., Senator Amoss funds) may be reassigned for a maximum period of 14 days without the approval of the title-holder; and
- Apparatus purchased solely with private local fire and rescue department funds may be reassigned only with the approval of the vehicle’s title holder.

The procedures for notification and replacement differ somewhat depending upon whether the replacement is:

- Immediate – defined as when a normally assigned primary apparatus is placed out-of-service without prior planning or notice due to a mechanical or safety failure, or a collision, or similar event, and secondary apparatus is not available within that LFRD.

- Routine short-term – defined as when normally-assigned primary apparatus is expected to be out-of-service due to a planned activity or special detail, and the period of time is expected to be less than 72 hours.
- Routine long-term - defined as when normally-assigned primary apparatus is expected to be out-of-service due to a planned activity or special detail, and the period of time is expected to exceed 72 hours.

In cases of immediate replacements, the Emergency Communications Center Supervisor is authorized to make the immediate apparatus transfers as necessary. When necessary in such situations, the Shift Chief, after consulting with the LFRD Chief (or designee) will attempt to borrow a suitable apparatus replacement, and when possible, secure a replacement vehicle from the reserve fleet.

For short-term and long-term routine replacements, the following notifications must occur before a unit is placed out-of-service:

- For short-term routine replacements: the station officer must notify the Battalion Chief and the LFRD Duty Officer. The Battalion Chief must notify the LFRD Chief (or designee) and the Shift Chief.
- For long-term routine replacements: the station officer must notify the LFRD Chief (or designee), the Battalion Chief, and the LFRD Duty Officer. In such cases, the Policy requires the reason for the out-of-service placement and expected duration of that status to be provided; in addition, the Policy states that “whenever possible, at least 72 hours advance notice” should also be given.

Following appropriate notifications, the Shift Chief (or designee) is responsible for locating the appropriate secondary apparatus for the affected station, and to arrange for its delivery. The Shift Chief is also responsible for facilitating any necessary staffing changes and for ensuring that the LFRD Chief is notified of the apparatus change.

The Policy and Procedure provides that any disagreements regarding the reassignment of primary apparatus must be referred to the Fire Administrator (or designee), who is authorized to make the final decision.

Section 3: Training, Experience, and Promotion

The law (Section 21-19) requires the Fire and Rescue Commission to adopt training requirements to be met by all active fire, rescue, and emergency medical services personnel. The law states that these standards and training requirements “must be applied similarly to all personnel engaging in similar duties.”

Fire and Rescue Commission Executive Regulation 2-98 AMII, Certification Standards for Training and Experience Requirements, establishes the minimum training and experience requirements that apply to all “emergency service providers”, both career and volunteer.

The minimum training and experience standards approved by the Fire and Rescue Commission are consistent with the standards outlined in the 1992 edition of the National Fire Protection Association Standard 1021, Fire Officer Professional Qualifications.

Note: The Fire and Rescue Training Academy uses the Maryland Fire and Rescue Institute's training programs, which comply with the most recently adopted NFPA standards. Because NFPA standards are updated and changed every five years, the course work at the Training Academy reflects changes made to the NFPA standards since 1992. The result of this means that, in practice, certain MCFRS' training standards exceed the minimums established by Executive Regulation 2-98 AMII.

The Executive Regulation defines “emergency service provider” as “any individual who is accepted as a volunteer member by a local fire or rescue department or as a career employee of DFRS, and is “certified” to perform emergency firefighting, rescue, or emergency medical services.” To be “certified” means that the Fire and Rescue Commission has approved an individual’s eligibility to serve as a specific rank level in the IECS, in accordance with the standards established by Executive Regulation 2-98 AMII.

The Executive Regulation establishes that progression in rank must be incremental “without skipping a position.” Table 9 (page 37) lists the minimum training and experience requirements that must be met by all career and volunteer personnel before promotion. The only exception is for individuals who meet the grandfathering requirements, also established by Executive Regulation 2-98 AMII.²

The Executive Regulation provides that the LFRDs and the DFRS Division Chief may determine additional requirements for their respective personnel. The additional training and experience requirements and the respective promotion process for career and volunteer personnel are described below.

DFRS Personnel: Additional Training and Experience Requirements and Promotion Process

DFRS Policies and Procedures 512, Promotion Procedures, outlines advancement requirements within the Fire/Rescue Occupational Series. In sum, the procedure identifies specific education, training, and experience requirements that must be met for promotion to each rank.

DFRS offers promotional exams every two years. DFRS promotions are made by the Division Chief. Promotions at the rank of Master Firefighter and above are made on the basis of competitive selection.

² See Appendix A5 for the language of the grandfathering clause in Executive Regulation 2-98 AMII. In practice, the grandfathering provisions do not apply to career staff because of requirements outlined in DFRS policies and procedures on promotion.

For each rank, the requirements for DFRS employees exceed the minimum requirements established by FRC Executive Regulation 2-98 AMII. In practice, this means that career staff who hold the same rank as volunteers must meet additional training and experience requirements. The right-hand column of Table 9 (page 37) lists for each rank, the additional requirements that are established at each rank for career personnel.

The DFRS Division Chief summarizes the competitive promotion process for career personnel as follows:

“The promotion process for career personnel involves a professional five step matrix consisting of time (experience), fire and rescue specific classes, college education, competitive examination, and competitive selection. This assures that our best and brightest are selected for every promotion. Approximately 50% of the competing personnel successfully complete the promotional process and even fewer are ultimately promoted.

The ability to advance through the ranks in the minimum time frame within DFRS is extremely rare. It requires that the personnel have the training and education, that the promotional examinations are offered to coincide with in-grade time requirements, that they pass the examination in the appropriate category, that the position is open and advertised, and that they are selected for the position.”

LFRD Personnel: Additional Training and Experience Requirements and Promotion Process

Volunteer personnel are eligible for promotion as soon as they meet the minimum requirements. Volunteer personnel are promoted in a variety of ways, including various promotional exams determined by the LFRD, appointment by the LFRD Chief, and popular vote within the LFRD.

According to the Chair of the Fire Board, many of the LFRDs have adopted enhanced training and experience requirements that apply to their respective volunteer members. MCFRS does not currently compile information on the additional requirements established by individual LFRDs.

Command Officer Professional Development and Improvement (COPDI)

Fire and Rescue Commission Policy and Procedure 23-05, effective 5/1/94, establishes the requirement that all fire and rescue service command officers at the rank of Battalion Chief or above must obtain at least 12 hours of professional development and improvement training annually.

The Policy and Procedure specifically defines “command officer” as individuals certified as a Battalion Chief, Assistant Chief, Deputy Chief, or Chief, in accordance with the Fire and Rescue Commission’s Integrated Emergency Command Structure. The Policy and Procedure applies to all command officers of the Department and the LFRDs.

TABLE 9
MONTGOMERY COUNTY FIRE AND RESCUE SERVICE
MINIMUM TRAINING AND EXPERIENCE STANDARDS BY RANK

<u>Minimum Training and Experience Standards for all Career and Volunteer Personnel</u>	<u>Additional Standards for Career Personnel</u>
Firefighter I	
Essentials of Firefighting Orientation classes: Human Relations Personal Protective Envelope (PPE) Self-Contained Breathing Apparatus (SCBA) Air/blood borne pathogens Cardio Pulmonary Resuscitation (CPR) <i>No experience requirement</i>	Successful completion of DFRS Recruit School: in addition to the orientation classes required for all career and volunteer personnel at this level, DFRS Recruit School includes Essentials of Firefighting II, Emergency Medical Technician (EMT)-B, and the Emergency Vehicle Operators Course (EVOC). Successful completion of the probationary period and assignments
Firefighter II All previous requirements plus:	
Essentials of Firefighting II EMT-B ¹	High School or equivalent Montgomery County Firefighting II certification or equivalent Hazardous Materials First Responder, Operations level Valid driver's license All re-certifications ² Successful passing of annual physical exam <i>1 year career experience with Montgomery County</i>
Firefighter III All previous requirements plus:	
Practical Rescue Company Level Operations	Pump Operators Aerial Operations Certified to be aide person on a Basic Life Support (BLS) unit Valid Class A or B driver's license Certified to drive a BLS unit Certified to drive and operate one piece of major apparatus, i.e. engine, truck or rescue squad All re-certifications ² Successful passing of annual physical exam <i>3 years total, 2 years as a Firefighter II</i>

TABLE 9 CONT.
MINIMUM TRAINING AND EXPERIENCE STANDARDS BY RANK

<u>Minimum Training and Experience Standards for all Career and Volunteer Personnel</u>	<u>Additional Standards for Career Personnel</u>
<p style="text-align: center;">Master Firefighter ³ All previous requirements plus:</p> <p>Pump Operators Aerial Operations</p> <p><i>3 years total, 2 years as a Firefighter II</i></p>	<p style="text-align: center;">Fire Officer I Instructor I Course All re-certifications² Successful passing of annual physical exam Successful completion of promotional exam</p> <p><i>4 years total, 1 year as a Firefighter III</i></p>
<p style="text-align: center;">Lieutenant ³ All previous requirements plus:</p> <p>Fire Officer I Instructor I</p> <p><i>4 years total, 1 year as a Firefighter III or Master Firefighter</i></p>	<p style="text-align: center;">15 hours of college in a degree program Human Relations: Managing Diversity, Managing Equal Employment Opportunity/Affirmative Action and the law All re-certifications² Successful passing of annual physical exam Successful completion of promotional exam, and assessment center⁴</p> <p><i>6 years total, 3 years as a Firefighter III or 2 years as a Master Firefighter or a combination of the two to equal 3 years</i></p>
<p style="text-align: center;">Captain ³ All previous requirements plus:</p> <p>Fire Officer II</p> <p><i>6 years total, 2 years as a Lieutenant</i></p>	<p style="text-align: center;">30 hours of college in a degree program All re-certifications² Successful passing of annual physical exam Successful completion of assessment center⁴</p> <p><i>8 years total, 2 years as a Lieutenant</i></p>

TABLE 9 CONT.
MINIMUM TRAINING AND EXPERIENCE STANDARDS BY RANK

<u>Minimum Training and Experience Standards</u> for all Career and Volunteer Personnel	<u>Additional</u> Standards for Career Personnel
<p style="text-align: center;">Battalion Chief³ All previous requirements plus:</p> <p>Fire Officer III</p> <p>Comply with COPDI req. (12 hours/year)</p> <p><i>8 years total, 2 years as a Captain</i></p>	
<p style="text-align: center;">Assistant Chief³ All previous requirements plus:</p> <p>Comply with COPDI requirements (12 hours/year)</p> <p><i>10 years total, 2 years as a Battalion Chief</i></p>	
<p style="text-align: center;">Deputy Chief³ All previous requirements plus:</p> <p>Comply with COPDI requirements (12 hours/year)</p> <p><i>Note: There is not a requirement to be an Assistant Chief before being a Deputy Chief in the volunteer ranks.</i></p> <p><i>10 years total, 2 years as a Battalion Chief</i></p>	
<p><i>Associates Degree or 60 hours of college in a degree program</i></p> <p>Managing Supervisory Performance Course</p> <p>Strategic Planning Course</p> <p>All re-certifications²</p> <p>Successful passing of annual physical exam</p> <p>Successful completion of assessment center⁴</p> <p><i>10 years total, 2 years as a Captain</i></p>	<p><i>90 hours of college in a degree program</i></p> <p>All re-certifications²</p> <p>Successful passing of annual physical exam</p> <p>Successful completion of assessment center⁴</p> <p><i>12 years total, 2 years as a Battalion Chief</i></p>
<p><i>Bachelor's Degree or 120 hours of college in a degree program</i></p> <p>All re-certifications²</p> <p>Successful passing of annual physical exam</p> <p>Successful completion of assessment center⁴</p> <p><i>14 years total, 2 years as an Assistant Chief</i></p>	

TABLE 9 CONT.
MINIMUM TRAINING AND EXPERIENCE STANDARDS BY RANK

<u>Minimum Training and Experience Standards for all Career and Volunteer Personnel</u>	<u>Additional Standards for Career Personnel</u>
Fire Chief All previous requirements plus:	
Comply with COPDI req. (12 hours/year) <i>1 year as an Assistant Chief or Deputy Chief</i>	All re-certifications ² Successful passing of annual physical exam <i>Appointed by the County Executive and confirmed by the County Council</i>

¹ Emergency Medical Technician (EMT)-B is required by all DFRS personnel and all volunteer personnel who have had the certification since 1990. EMT-B re-certification is required every 3 years for both volunteer and career personnel.

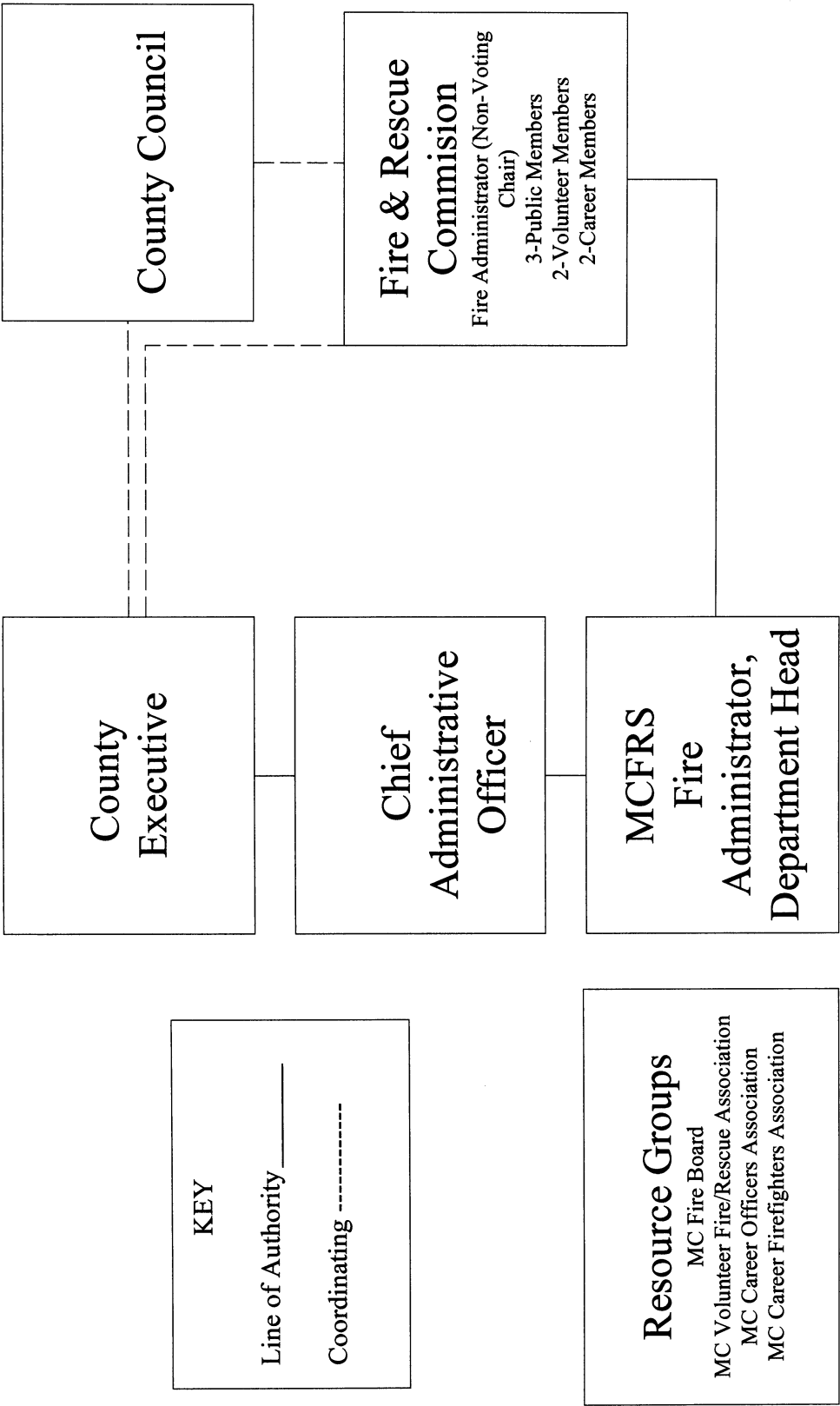
² Annual re-certifications of the following are required for all career personnel: Air/blood borne pathogens; Automatic External Defibrillators; CPR; Confined Space; Hazardous Materials; and SCBA.

³ For career personnel, all promotions at the rank of Master Firefighter and above are made on the basis of competitive selection.

⁴ An assessment center is a style of testing that consists of different assessment techniques, such as role play exercise, structured interviews, and presentations. Multiple trained observers (assessors) make judgments about each candidate's behavior in a series of standardized exercises that relate to specific job-related competencies, e.g., problem analysis, decision-making, planning and organization, leadership/supervision, oral and written communications. The assessors use a systematic procedure to record their observations and then pool information to arrive at an overall candidate score.

Source: Office of Legislative Oversight, in consultation with DFRS, March 2004

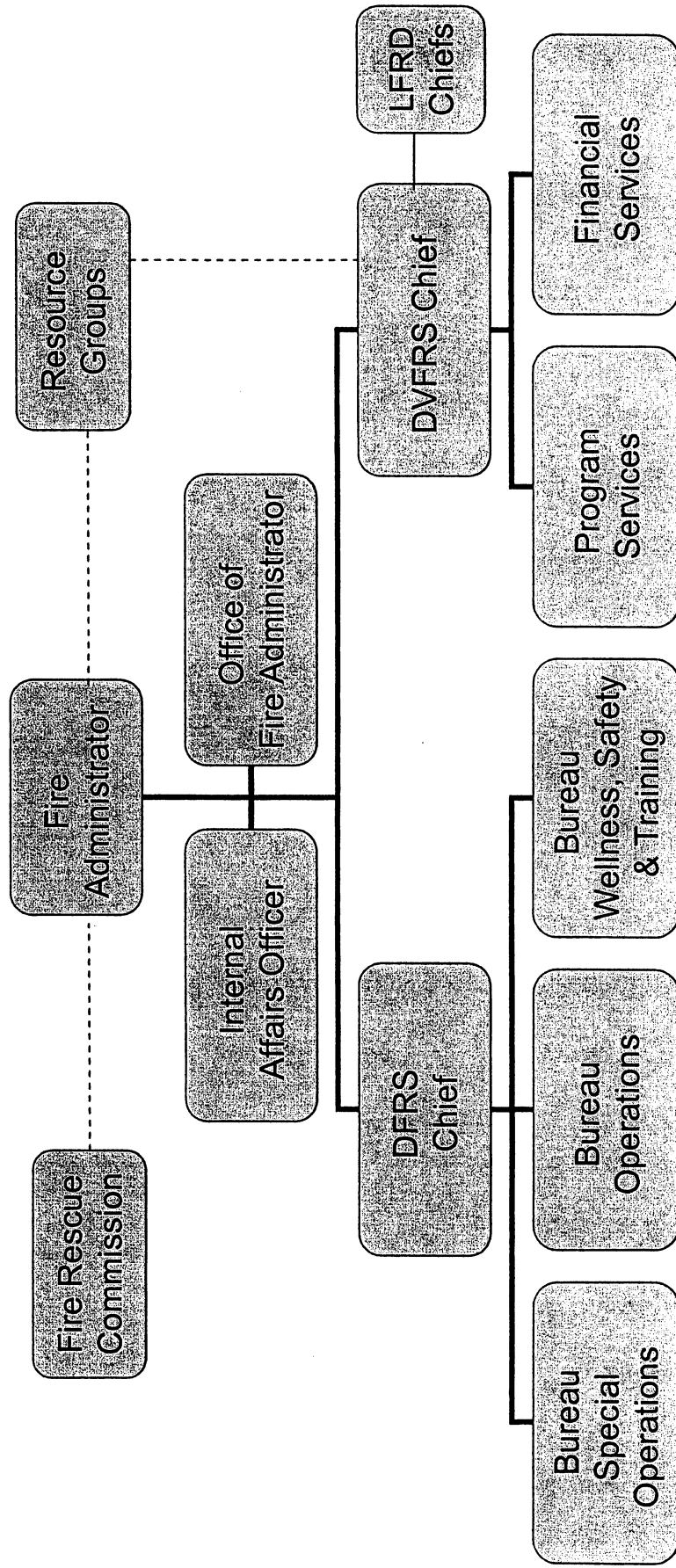
Organization of Montgomery County Fire and Rescue Service (MCFRS) within County Government



Source: OLO in consultation with MCFRS staff.

MCFRS RESTRICTURE and REALLOCATION

MCFRS ORGANIZATION



Source: Division of Fire and Rescue Service

ANNE ARUNDEL COUNTY FIRE DEPARTMENT

COUNTY POPULATION AND LAND AREA¹	
Total population	503,388
Land area	416 square miles
SERVICE CHARACTERISTICS: PERSONNEL, STATIONS, VEHICLES, AND FY 04 BUDGET	
<i>Number and ownership of stations</i>	
County-owned	18 stations
Volunteer fire company-owned	12 stations
<i>Total</i>	30 stations
<i>FY 04 County personnel</i>	
Uniform (operationally certified)	632 positions
Non-uniform	22 positions
<i>Total</i>	654 positions
<i>Volunteer personnel²</i>	
Total number of volunteer members	1,625 volunteers
Number of "active" members	600 volunteers
Number operationally certified members	250 volunteers
<i>Frontline vehicles³</i>	
County-owned	74 vehicles (63%)
Volunteer fire company-owned	43 vehicles (37%)
<i>Total</i>	117 vehicles (100%)
<i>FY 04 approved Fire Department budget⁴</i>	\$66 million
FIRE, RESCUE, AND EMS WORKLOAD MEASURES	
<i>FY 03 fire, rescue, and EMS incidents:</i>	
• Fire suppression	48,555
• Emergency medical services	11,516
• Rescue	462
• Other ⁵	5,469
<i>Total</i>	66,002
<i>Total FY 03 unit responses</i>	160,160

1. Source: Census Bureau data, July 2002.

2. See page 45 for explanation of how volunteer participation is reported.

3. Frontline apparatus includes aerial ladder trucks, ambulances, engines, and heavy rescue squads.

4. The budget includes funds for the 9-1-1 call center, employee benefits, and apparatus.

5. "Other" incidents include service calls to lockouts, flooded conditions, and hazardous conditions.

Source: OLO in consultation with Anne Arundel County Fire Department staff.

A. Organization Charts

The chart on page 51a shows the organizational location of the Anne Arundel County's Fire Department within Anne Arundel County Government. The chart on page 51b depicts the structure of the Department that reports to the Fire Chief.

B. Description of the Department Head's Authority and Responsibilities

The Charter. The Anne Arundel County Charter establishes that the head of the Fire Department is the Fire Chief. As amended in 2002, the Charter requires that the Fire Chief be appointed by and report directly to the County Executive. Before 2002, the Fire Chief had reported directly to the Chief Administrative Officer. Charter Section 545 reads as follows:

Fire Chief. The Fire Department shall be administered by a Fire Chief, who shall be appointed by the County Executive. The appointment shall be made solely on the basis of the individual's qualifications for the duties of the office. In making this appointment, the County Executive may consider, but shall not be restricted to persons who are recommended by the Fire Advisory Board. The Fire Chief shall be responsible directly to the County Executive. (Anne Arundel County Charter, Section 545)

The attorney's and reporter's notes to Charter Section 545 provide some history to the delivery of fire suppression in Anne Arundel County, including the decision in 1982 to establish fire suppression as a governmental function. Before that time, fire suppression in Anne Arundel County was entirely supplied by 23 volunteer fire companies. It also explains that before 2002, the head of the Fire Department had been titled the Fire Administrator. (Appendix B1 at ©85 contains a copy of Charter Section 545 and its attached notes.)

The Anne Arundel County Charter also establishes the functions and duties of the Fire Department, and specifies that the Fire Administrator (i.e., the Fire Chief) is not permitted "to participate in the corporate affairs of any volunteer fire company." Charter Section 547 reads as follows:

The Fire Department shall be responsible for the administration of the affairs of the County in fire suppression, fire prevention, fire training, fire communications, emergency medical services, and any other duty as may be assigned by the County Executive or by law from time to time. Nothing herein shall permit the Fire Administrator to participate in the corporate affairs of any volunteer fire company. (Anne Arundel County Charter, Section 547)

The Law. The Anne Arundel County Code (Sections 12-101 & 12-102) contains statutory language that parallels the Charter provisions that establish the Fire Department and the Fire Chief as the head of the Fire Department. Appendix B3 at ©88 contains copies of the relevant sections from the Anne Arundel County Code.

The Fire Department's Rules and Regulations. The Anne Arundel County Fire Department's Rules and Regulations for Volunteer Support, issued by the Fire Chief, specify that all volunteer companies are "under the control of the Fire Chief" relevant to operational matters. Operational matters are defined to include:

- Fire suppression;
- Rescue and emergency medical services activities;
- Use and maintenance of apparatus;
- Operational assignment of career personnel; and
- Health and safety issues.

The Rules and Regulations state that the Fire Chief appoints all volunteer command officers: Lieutenants, Captains, Assistant Chiefs, and Volunteer Chiefs.

The Rules and Regulations further state that all volunteer fire companies have a legal obligation to follow all reasonable rules, regulations, orders, and administrative procedures, deemed necessary or advisable by the County Fire Chief to fulfill his/her Charter responsibilities. The Rules and Regulations repeat the Charter provision that the Fire Chief shall not participate in the corporate affairs of the volunteer fire companies.

The provisions in the County's Rules and Regulations are repeated in the individual Reciprocity Agreements that are signed between Anne Arundel County and each volunteer fire company. Appendix B5 at ©95 contains a copy of the law that requires the Reciprocity Agreements and a sample Agreement.

C. The Organization of Volunteers and Measures of Volunteer Participation

Organization of Volunteers

There are 24 independent volunteer fire companies in Anne Arundel County.¹ The volunteer fire companies own 12 of the 30 fire/rescue stations in the County. There are nine stations fully staffed by career personnel. The other 21 stations are staffed with a combination of volunteer and career personnel.

The Anne Arundel County Volunteer Firefighters Association is an organization that represents the non-profit volunteer fire companies. By law, the Association appoints three of the nine members of the Fire Advisory Board.

Anne Arundel County Volunteer Firefighters Association. The Anne Arundel County Volunteer Firefighters Association (AACVFA) is a non-profit organization with member representatives from the 24 volunteer fire companies in Anne Arundel County. Each year, the member companies elect a president and 13 officers that make up the Association.

¹ By local law (Anne Arundel County Code Section 1-201), a volunteer fire company or volunteer ambulance and rescue squad may not be organized without first, the approval of the Fire Chief, and then the approval of the County Council.

The AACVFA meets monthly to discuss both administrative and operational issues. Two Association subgroups, the Chiefs' Committee and the Chiefs' Council, take the lead on operational issues concerning volunteers e.g., training, certification, and apparatus.

By local law (Section 1-202), the Board of Trustees of the AACVFA must conduct an annual review of the lists of volunteer members from member companies who have qualified for LOSAP credit for the previous year.

Fire Advisory Board. The Anne Arundel County Code (Sections 1-301 through 1-303) establishes and prescribes the duties of the Fire Advisory Board.² By law, the Fire Advisory Board (the Board) is a "unit of the executive branch of government." The Board consists of nine members:

- Three members are volunteer firefighters appointed by the Anne Arundel County Volunteer Firefighters Association;
- Two members are career firefighters appointed by the local organization of the International Association of Firefighters;
- One member is a career firefighter at the rank of Battalion Chief or Deputy Fire Chief appointed by firefighters holding those ranks;
- Three members are citizens from different geographical areas within the County (representing three of the four battalion areas at any one time on a rotating basis) appointed by the County Executive.

The County Executive appoints one of the citizen members to serve as the Chair of the Board. Local law prescribes the duties of the Fire Advisory Board as follows:

The Fire Advisory Board shall have the power and duty to advise and consult with the County Executive, the Fire Chief, and other County officials on matters concerning the administration of fire suppression, fire prevention, fire training, emergency medical services functions, and fire communication activities. (Anne Arundel County Code Section 1-303, Duties)

In addition, the Fire Advisory Board makes recommendations to the Fire Chief on the distribution of Anne Arundel County's Senator Amoss Funds.

The Fire Department employs a part-time Volunteer Coordinator, who staffs the Fire Advisory Board and serves as the Department's liaison with the volunteer fire companies. The Volunteer Coordinator reports directly to the Fire Chief.

² Before 1995, the composition and duties of the Fire Advisory Board were outlined in Anne Arundel County's Charter. In 1995, a Charter amendment abolished the Fire Advisory Board that had been established by Charter.

Measures of Volunteer Participation

The Fire Department reports there are 1,625 members of the volunteer fire companies in Anne Arundel County. In FY 03, there were 250 volunteer members who were operationally certified to respond to incidents.

Anne Arundel County law (Section 1-206) defines “active volunteer member” as an individual who has accumulated at least 50 Length of Service Award Program (LOSAP) points each year. The law specifies the number of points awarded for different activities e.g., attending training courses, each night of sleep-in duty, responding to calls. (See Appendix B4 at ©90 for the explanation of the Anne Arundel County LOSAP point system.)

The Department reports that, in FY 03, 600 volunteers met the legal definition of “active” volunteer. This represented an increase from the 567 “active” volunteers in FY 02.

D. Authority Relationship between Career and Volunteer Components

This section summarizes the documents and practices that describe the authority relationship between the career and volunteer components of the Anne Arundel County Fire Department in the following areas:

Section 1, Chain of Command, reviews the emergency and non-emergency chain of command in Anne Arundel County;

Section 2, Apparatus Acquisition and Transfer, describes the Fire Department’s policies governing the acquisition and transfer of apparatus; and

Section 3, Training, Experience, and Promotion, summarizes who establishes minimum training standards for career and volunteer personnel, and describes the promotion process.

Section 1: Chain of Command

a. Emergency Incident Chain of Command

In Anne Arundel County, the Fire Chief establishes the emergency chain of command for the Fire Department. The chain of command applies to both career and volunteer personnel.

Table 10 (page 48) shows the chain of command for emergency operations in Anne Arundel County. Table 11 (page 49) lists the current number of certified career and volunteer personnel at each rank. The Fire Chief is the highest ranked officer. Directly below the Fire Chief are the Deputy Chiefs, followed by the Division Chiefs, and Battalion Chiefs. In Anne Arundel County, all of the officers at the rank of Battalion Chief and above are career personnel.

The Volunteer Company Chiefs (directly below the Career Battalion Chiefs) are the highest ranked volunteers in the chain of command. Directly below the Volunteer Company Chiefs are the Volunteer and Career Captains, who are of equal rank. Directly below the Captains are the Volunteer and Career Lieutenants, also of equal rank.

In Anne Arundel County, the Fire Chief appoints all of the volunteer officers that are operationally certified to respond to incidents: Volunteer Company Chiefs, Volunteer Assistant Company Chiefs, Volunteer Captains, and Volunteer Lieutenants. The Fire Department's Rules and Regulations for Volunteer Support explicitly state that the volunteer officers are "under the control of the Anne Arundel County Fire Department in matters relating to operations both emergency and non-emergency."³

The Department's Policy and Procedure, Incident Scene Management, issued by the Fire Chief, outlines the chain of command to be followed at the scene of an incident. The policy applies to volunteer and career personnel and is "designed to control personnel, facilities, equipment, and communications throughout an emergency operation." The Policy and Procedure establishes the following rules for assuming command at an emergency incident:

- The first arriving company officer, acting officer, or individual occupying that seat, shall be responsible for and have the authority to, exercise all command functions deemed reasonable and prudent until such time as he/she is relieved by senior authority.
- If the initial incident commander is not an officer, then the first arriving officer should assume command as soon as practical.
- The first officer to assume command shall retain command until formally relieved by a ranking officer. Ranking officers shall have the discretionary authority to relieve a subordinate officer of command. However, the senior officer present assumes accountability regardless of whether he/she takes command or not. The exception is officers dispatched to perform a specific function, e.g., Safety Officer, EMS Duty Officer, etc.

³ The Fire Department's Rules and Regulations for Volunteer Support require that all volunteer officers at the rank of Volunteer Lieutenant or above must meet the criteria established for an "active responder." To be an "active responder" a volunteer must respond each year to 100 emergency responses or five percent of their company's total emergency responses, whichever is less. Of the required emergency responses, at least 80% must be actual responses while 20% may be stand-bys.


b. Non-Emergency Chain of Command

The Fire Department's Rules and Regulations for Volunteer Support, issued by the Fire Chief, indicate that in volunteer-owned stations, the Volunteer Company Chief is the commanding officer of the station. Examples of non-emergency work listed for the Volunteer Company Chief position include:

- Responsible for station training and drilling programs;
- Calls for drills in the use of apparatus and equipment, fire rescue and first aid;
- Maintains and directs the daily work routine, inspecting quarters and apparatus, instructs member in rules, regulations and procedures;
- Supervises inspection programs;
- Makes recommendations on personnel matters;
- Supervises the keeping of records;
- Prepares reports; and
- Establishes and maintains effective working relationships with superiors, subordinates, and the public.

Department staff report that in stations fully staffed by career personnel, decisions about assignments and activities in the fire house are made by the highest ranking officer in the station. In stations that are staffed with volunteer and career personnel, Department staff report that the general practice is for the most senior career and volunteer officers on duty to jointly make decisions about assignment and activities in the fire house.

TABLE 10
ANNE ARUNDEL COUNTY
EMERGENCY INCIDENT CHAIN OF COMMAND

<p style="text-align: center;">Highest</p> <div style="text-align: center;">  </div> <p style="text-align: center;">Lowest</p>	Fire Chief
	Deputy Chief
	Division Chief
	Battalion Chief
	Volunteer Chief
	Volunteer and Career Captains (equal)
	Volunteer and Career Lieutenants (equal)
	Volunteer and Career Fire Fighter Grade Personnel

Source: Anne Arundel County Fire Department, March 2004

TABLE 11
ANNE ARUNDEL COUNTY
NUMBER OF OPERATIONALLY CERTIFIED CAREER AND VOLUNTEER PERSONNEL

Rank	Number of Certified Personnel		
	Career	Volunteer	Total
Fire Chief	1		1
Deputy Chief	3		3
Division Chief	10		10
Battalion Chief	17		17
Volunteer Company Chief		9	9
Volunteer Company Assist. Chiefs		4	4
Captain	23	20	43
Lieutenant	78	28	106
Firefighter/EMT-P	119		119
Firefighter/CRT	7		7
Firefighter III	209	31	240
Firefighter II	162	158	320
Total	629	250	879

Source: Anne Arundel County Fire Department, March 2004

Section 2: Apparatus Acquisition and Transfer

a. Apparatus Acquisition

The Fire Department's Rules and Regulations, Vehicle Replacement Policy, issued by the Fire Chief, require that all replacement or additional vehicles be approved by the Fire Chief prior to purchase. This requirement applies to vehicles purchased either by Anne Arundel County or a volunteer fire company.

The Rules and Regulations include written specification requirements for all vehicles purchased by volunteer fire companies for operational use.⁴ The Rules outline the following process that volunteer fire companies must follow in order to obtain prior written approval:

- Volunteer companies purchasing replacement or additional vehicles must submit a written request to the Fire Chief, and receive approval prior to purchasing any vehicle. The request shall be submitted on a Special Report via the chain of command.
- Specifications for all vehicles must be submitted to the Deputy Chief of Fire and Services for review and approval prior to the purchase of any vehicle. The specifications must comply with the minimum requirements established in the Volunteer Apparatus Specifications Requirements Section of the Regulation.

Appendix B7 at ©116 contains the excerpt from the Rules and Regulations that includes the apparatus specifications requirements for apparatus purchased by volunteer fire companies.

b. Apparatus Transfer

As part of his authority over all fire and rescue operations, the Fire Chief can transfer all apparatus in the Anne Arundel County Fire Department's vehicle fleet. This applies to both emergency and non-emergency situations.

Section 3: Training, Experience, and Promotion

In Anne Arundel County, a combination of law and Fire Department Rules and Regulations establish training and experience requirements for career and volunteer personnel. According to Department staff, minimum certification standards at each rank are basically the same for career and volunteer personnel.

⁴ Volunteer fire companies may purchase different vehicles, but the County only maintains vehicles that meet the Department's specifications.

Career Personnel. Anne Arundel County's Code (Article 8, Personnel) establishes minimum training and experience requirements for County employees, including career personnel in the Fire Department up through the rank of Battalion Chief. Appendix B9 at ©132 contains the excerpt from the County Code that sets forth these requirements.

The Fire Department's Rules and Regulations expand upon the training and educational requirements for career personnel. For each rank up through the rank of Deputy Chief, the Rules and Regulations list: examples of work to be performed; required knowledge, abilities, and skills; and minimum education, training, and experience requirements. Appendix B8 at ©117 contains an excerpt from the Department's Rules and Regulations that outlines training requirements.

Volunteer Personnel. The Anne Arundel County Fire Department's Rules and Regulations on Volunteer Support establish position specifications for volunteer fire company members. The position specifications include minimum education and experience requirements for all volunteer member ranks from Volunteer Probationary Fire Fighter to Volunteer Company Chief.

Upon completion of this training, a volunteer's name is listed on the Department's Certified Volunteer Qualification database as eligible to participate in fire suppression and emergency medical services activities.

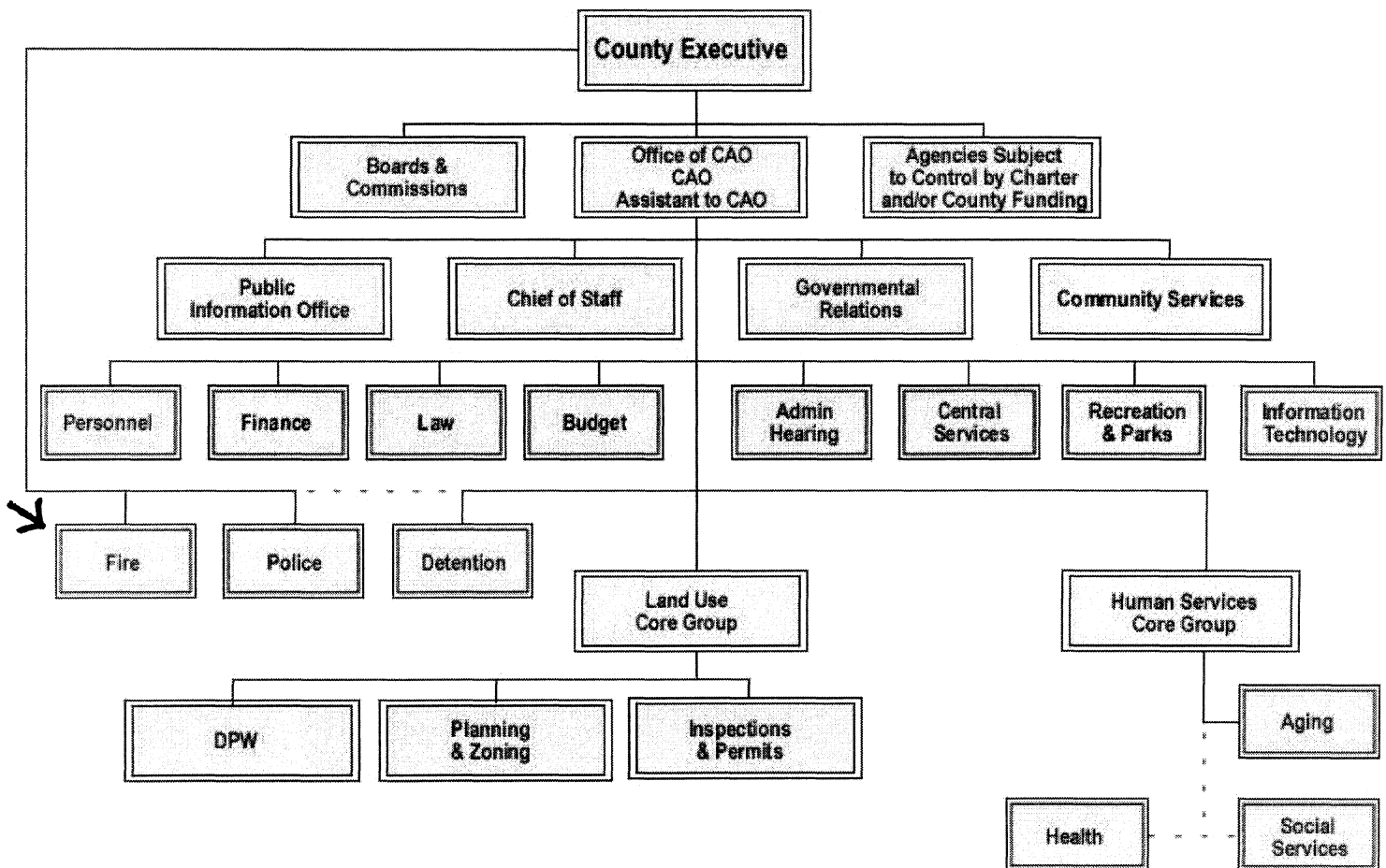
Promotional Requirements. Department staff report that the promotional process for career and volunteer personnel is not identical.

For career employees, personnel must prove that they have successfully completed all prerequisite certification requirements at the time of application for promotion. Promotions at the rank of Lieutenant and above are made on the basis of competitive selection. Only career personnel are eligible for promotion to Battalion Chief and above; these senior career ranks require a minimum two-year college degree.

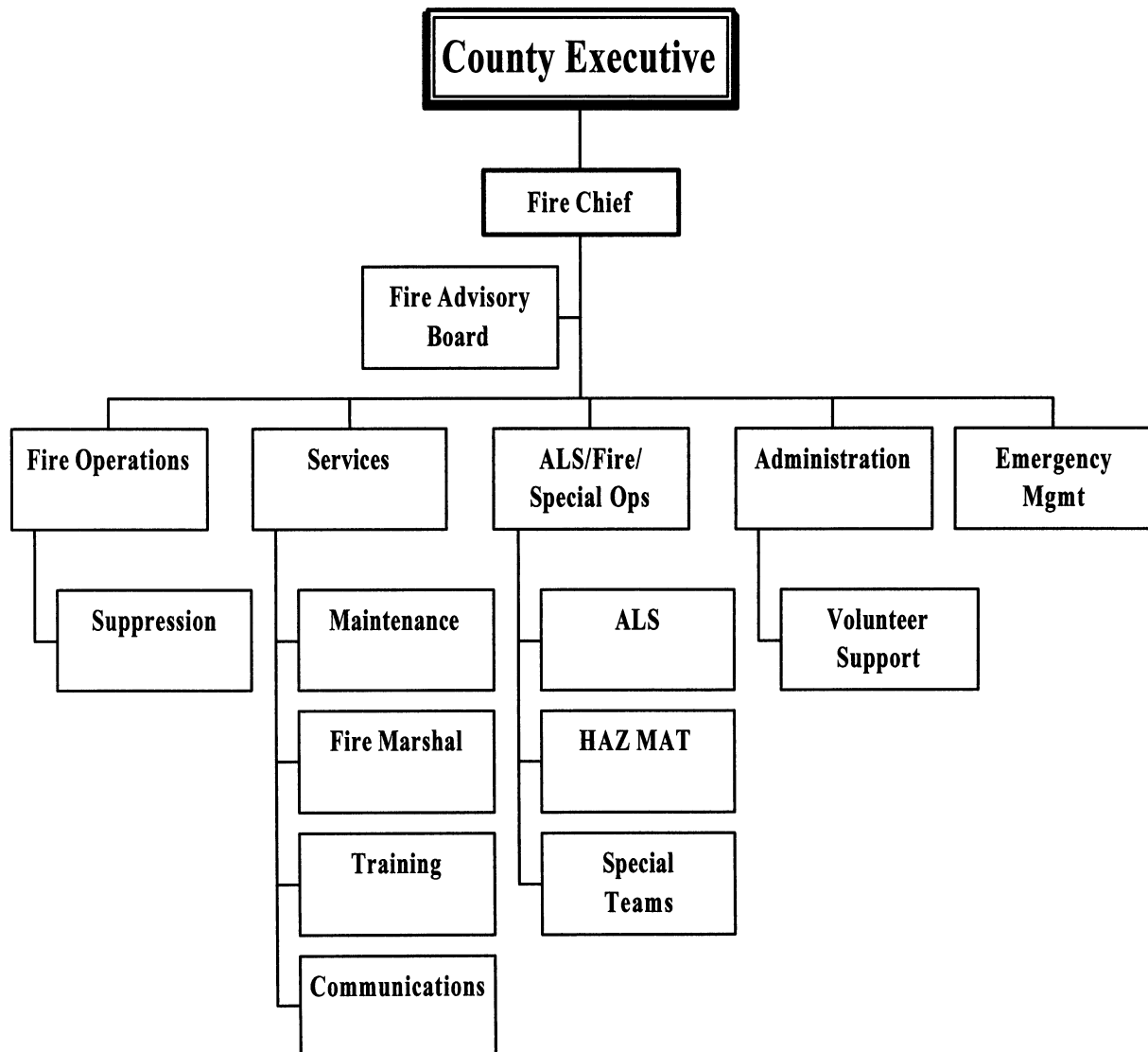
For volunteer personnel, individual companies may appoint or elect volunteer officers. However, to be recognized as a "County approved" officer, the person must receive approval from the Fire Chief. To be approved, volunteers must fill-in a "Qualification Worksheet" and demonstrate successful completion of all necessary training and experience requirements.

As indicated earlier, the Fire Chief appoints all volunteer officers that are operationally certified to respond to incidents at the rank of Lieutenant and above.

Anne Arundel County Organization Chart



Fire Department



BALTIMORE COUNTY FIRE DEPARTMENT

COUNTY POPULATION AND LAND AREA¹	
Total population	770,298
Land area	599 square miles
SERVICE CHARACTERISTICS: PERSONNEL, STATIONS, VEHICLES, AND FY 04 BUDGET	
<i>Number and ownership of stations</i>	
County-owned	25 stations
Volunteer fire company-owned	33 stations
<i>Total</i>	58 stations
<i>FY 04 County personnel</i>	
Uniform (operationally certified)	1,033 positions
Non-uniform	48 positions
<i>Total</i>	1,081 positions
<i>Volunteer personnel²</i>	
Total number of volunteer members	3,091 volunteers
Number of "active" members	1,204 volunteers
<i>Fire and rescue vehicles</i>	
County-owned	252 vehicles (57%)
Volunteer fire company-owned	192 vehicles (43%)
<i>Total</i>	444 vehicles (100%)
<i>Frontline vehicles³</i>	
County-owned	65 vehicles (42%)
Volunteer fire company-owned	91 vehicles (58%)
<i>Total</i>	156 vehicles (100%)
<i>FY 04 approved Fire Department budget⁴</i>	
	\$66 million
FIRE, RESCUE, AND EMS WORKLOAD MEASURES	
<i>FY 03 fire, rescue, and EMS incidents:</i>	
• Fires suppression	24,550
• Emergency medical services	82,803
<i>Total</i>	107,353
<i>Total FY03 unit responses</i>	
	176,837
FY 03 RESPONSE TIME PERFORMANCE	
Average Countywide response time to emergency medical services incidents	5.61 minutes
Average Countywide response time to suppression incidents	5.91 minutes

1. Source: Census Bureau data, July 2002.

2. See page 54 for explanation of how volunteer participation is reported.

3. Frontline apparatus includes aerial ladder trucks, ambulances, engines, and heavy rescue squads.

4. The budget does not include funds for the 9-1-1 call center, employee benefits, or apparatus.

Source: OLO in consultation with Baltimore County Fire Department staff.

A. Organization Charts

The chart on page 57a shows the organizational location of the Baltimore County Fire Department within Baltimore County Government. The chart on page 57b depicts the structure of the Department that reports to the Fire Chief.

B. Description of the Department Head's Authority and Responsibilities

The Baltimore County Charter establishes that the Fire Department will be administered by the Fire Chief of Baltimore County. Specifically, Charter Section 542, Fire Chief, sets forth the Chief's duties and terms as follows:

- (a) Duties. The fire department shall be administered by the fire chief of Baltimore County, who shall be responsible for the administration of the fire department and shall have and perform such other duties and functions as may, from time to time, be assigned thereto by directive of the county administrative officer or by legislative act of the county council.
- (b) Term. The fire chief shall continue to hold office until such time as he may resign or be removed pursuant to the provisions of this Charter.

The Baltimore County Code authorizes and requires the County "to provide, equip, and maintain a fire department for the protection of property against fire in such parts of the county as they, in the exercise of their judgment and discretion, may deem necessary." (County Code Section 16-1). The law sets forth the power and authority of the fire chief as follows:

The chief of the fire department shall have the power and authority to supervise all officers and all employees necessary, in his judgment, to serve and use such fire apparatus for its intended purposes and, further, to ordain all needful rules and regulations for the proper conduct of such officers and employees as necessary to effectuate the purposes of this title and penalties for the infraction thereof.
(Baltimore County Code, Title 16)

The Fire Chief is appointed by the County Executive and confirmed by the County Council.

C. The Organization of Volunteers and Measures of Volunteer Participation

There are 35 independent, non-profit volunteer fire companies in Baltimore County. The volunteer fire companies own and staff 33 stations and two rehabilitation units. There are an additional 25 fire and rescue stations owned by Baltimore County and staffed entirely by career personnel.

The Baltimore County Volunteer Firemen's Association. The Baltimore County Volunteer Firemen's Association (the Association) is a non-profit corporation that consists of representatives from each of the "volunteer fire, rescue, emergency medical service, or related service companies" located in Baltimore County. To belong to the Association, a company must have at least 25 members and meet the requirements of the Association's constitution.

The Association's constitution establishes the organization's governance structure, including the selection of Association officers and a list of standing committees. The constitution requires the Association to establish standards for apparatus, equipment, staffing, and training for the member companies of the Association.¹

Interviews with the Baltimore County Fire Chief and President of the Baltimore County Volunteer Firemen's Association indicate that, in practice, the Association serves as the primary point of contact between the Chief and the volunteers. This relationship has evolved over time and is not formalized in law or regulation. The Fire Chief attends the Association's monthly meetings and reports that the long-standing practice in Baltimore County is to consult with the leadership of the Association on all volunteer-related issues.

Measures of Volunteer Participation

The Baltimore County Fire Department reports there are approximately 3,100 members of the volunteer fire companies in Baltimore County. Volunteer personnel who ride apparatus ten or more times a year are considered "active." In 2003, the Baltimore County Fire Department reports 1,204 "active" volunteers.

D. Authority Relationship between Career and Volunteer Components

This section summarizes the documents and practices that describe the authority relationship between the career and volunteer components of the Baltimore County Fire Department in the following areas:

Section 1, Chain of Command, reviews the standard operating procedure and associated practices governing the emergency and non-emergency chain of command;

Section 2, Apparatus Acquisition and Transfer, describes the practices governing the acquisition and transfer of apparatus; and

Section 3, Training, Experience, and Promotion, summarizes who establishes minimum training standards for career and volunteer personnel, and describes the promotion process.

¹ Appendix C3 at ©181 contains a copy of the Association's constitution.

Section 1: Chain of Command

a. Emergency Incident Chain of Command

Baltimore County's Fire Department's Standard Operating Procedure (SOP), Tactical Operations Manual #07, establishes the Incident Management System. The SOP, issued by the Fire Chief, applies to both career and volunteer personnel.

In sum, the SOP outlines the following rules for the chain of command at an incident:

- The first fire department member or unit to arrive at the scene shall assume command of the incident.
- The highest ranked person on the scene is the initial Incident Commander. At most incidents, the initial Incident Commander will be a Company Officer. If the initial Incident Commander is a non-officer, then command is transferred to the first arriving officer.
- The initial Incident Commander shall remain in command until he/she is formally relieved by a higher ranked officer.

At incidents where both career and volunteer personnel respond, the Baltimore County Fire Department's policy is that the highest ranked career officer on the scene is the official Incident Commander. However, interviews with the Chief and President of the Baltimore County Volunteer Firemen's Association confirm that, in practice, if a volunteer Company Officer is the initial Incident Commander, an arriving career officer will only insist that command be transferred if he/she is not satisfied with how the incident is being managed.

As the Fire Chief further explains, he instructs his senior career officers – when arriving at the scene of an incident – to conduct an assessment of the operations already underway. If operations are satisfactory, the career officer is encouraged to leave the initial Incident Commander (career or volunteer) in place. The Chief reports that he encourages his senior officers to take the attitude that they are there to support and lend assistance, and only to assume command if the situation warrants it.

b. Non-Emergency Chain of Command

As indicated above, Baltimore County's fire and rescue services are provided from stations that are either staffed by career personnel or staffed by volunteer personnel. In the all-career stations, decisions about assignments and activities in the fire house are made by the highest ranked officer (the captains on each shift). Similarly, the highest ranked volunteer officer directs activities at the all-volunteer stations.

Section 2: Apparatus Acquisition and Transfer

a. Apparatus Acquisition.

The Fire Department reports that the procurement of all apparatus purchased with County funds is a coordinated effort between the Fire Department and the Baltimore County Purchasing Bureau. Fire Department staff members work with Purchasing Bureau staff to develop apparatus specifications that meet the Department's performance and safety requirements. All apparatus that operates from County-owned stations is purchased with County funds.

The Baltimore County Volunteer Firemen's Association establishes minimum standards for apparatus purchased with member company funds. All apparatus purchased by individual companies must be approved by the Association before being placed in service. Except for some specialty apparatus and occasional loans (described below), all apparatus that operates from volunteer-owned stations is purchased with volunteer company funds.

b. Apparatus Transfer

The Department does not have a written policy on the transfer of apparatus. However, the Department's practices for transferring apparatus, known as "loaning" in Baltimore County, are as follows:

- A career station temporarily needing apparatus will identify where the nearest appropriate career reserve apparatus is located. The crew will go pick it up and notify Fire Dispatch of the change.
- Reserve career apparatus may be temporarily assigned to a volunteer company, with the approval of the Assistant Chief of the career department.
- If a volunteer company has, for example, more than one engine and one is out for repairs, no replacement engine will usually be loaned by the career department.
- Volunteer-owned apparatus is never re-assigned to a career station.

Section 3: Training, Experience, and Promotion

The Baltimore County Fire Department establishes minimum training standards for career personnel. The Baltimore County Volunteer Firemen's Association establishes minimum training standards for volunteer personnel.

Baltimore County Fire Department personnel report that the above practices have resulted basically in the same minimum training standards for career and volunteer personnel up to the officer level. Above that, the promotion process differs:

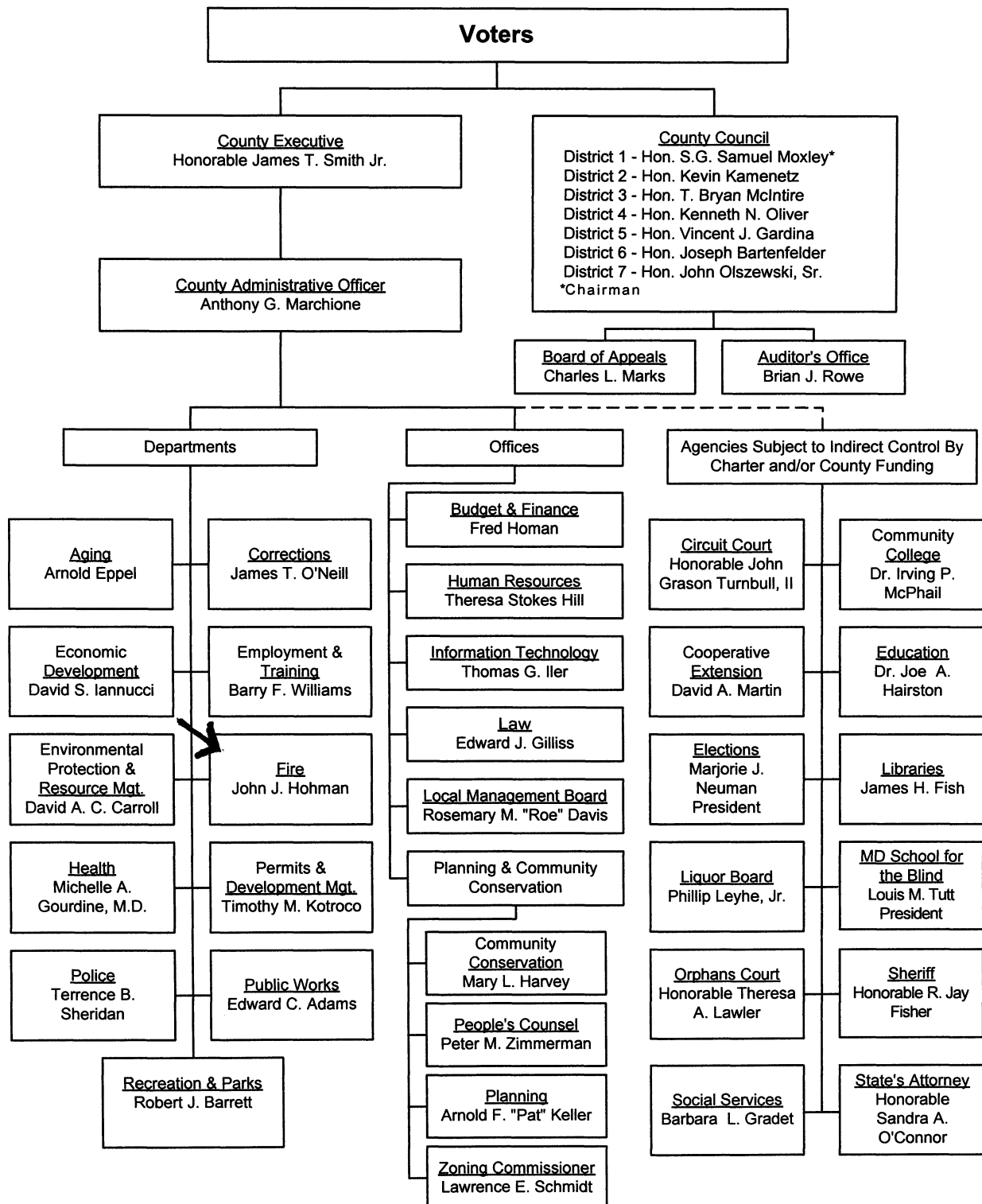
- Career personnel. In order to be promoted to Lieutenant, career employees must be a Fire Officer I. Before being promoted to Captain, career employees must be a Fire Officer II and hold the rank of Lieutenant. Candidates for promotion to Lieutenant, Captain, and Battalion Chief must pass a written test with a minimum score of 70%. Candidates for Captain and Battalion Chief also must successfully pass an oral examination.
- Volunteer personnel. Each independent volunteer fire company decides on the promotional requirements for volunteer personnel to serve as officers.

Other Information

The Baltimore County Volunteer Incentive Program for EMS. A recent collaboration between the Fire Chief and the Baltimore County Volunteer Firemen's Association resulted in the creation of the Volunteer Incentive for Attended Program (VIDAP).

In sum, the County agreed to provide a grant to the Association, which in turn distributes the funds among the volunteer companies on a monthly basis based upon the number of hours that they have medic units that are "attended." In Baltimore County, to be "attended" means that the medic unit is fully staffed and ready for dispatch. The grant is distributed to the individual companies and not to the individual volunteers. The Chief reports that the program appears to be working well and is accomplishing its goal of increasing the number of attended hours for the much-needed medic units.

Baltimore County, Maryland County Government Organization Chart



Updated: 1/6/2004

FAIRFAX COUNTY FIRE AND RESCUE DEPARTMENT

COUNTY POPULATION AND LAND AREA ¹	
Total population	1,007,800
Land area	395 square miles
SERVICE CHARACTERISTICS: PERSONNEL, STATIONS, VEHICLES, AND FY 04 BUDGET	
<i>Number and ownership of stations</i>	
County-owned	24 stations
Volunteer fire department-owned	11 stations
<i>Total</i>	35 stations
<i>FY 04 County personnel</i>	
Uniform (operationally certified)	1,201 positions
Non-uniform	210 positions
<i>Total</i>	1,411 positions
<i>Volunteer personnel²</i>	
Total number of volunteer members	641 volunteers
Number operationally certified members	318 volunteers
<i>Fire and rescue vehicles</i>	
County-owned	322 vehicles (75%)
Volunteer fire department-owned	108 vehicles (25%)
<i>Total</i>	430 vehicles (100%)
<i>Frontline vehicles³</i>	
County-owned	100 vehicles (64%)
Volunteer fire department-owned	56 vehicles (36%)
<i>Total</i>	156 vehicles (100%)
<i>FY 04 approved Fire and Rescue Department budget⁴</i>	\$119 million
FIRE, RESCUE, AND EMS WORKLOAD MEASURES	
<i>FY 03 fire, rescue, and EMS incidents:</i>	
• Fire suppression	21,740
• Emergency medical services	60,306
• Public Service ⁵	5,575
<i>Total</i>	87,621
<i>Total FY 03 unit responses</i>	213,075
FY 03 RESPONSE TIME PERFORMANCE	
Percent of Advanced Life Support responses within 6 minutes	77%
Percent of suppression responses within 5 minutes	56%

1. Source: Census Bureau data, July 2002. Staff report the Department serves a land area of 407 square miles.

2. See page 61 for explanation of how volunteer participation is reported.

3. Frontline apparatus includes aerial ladder trucks, ambulances, engines, and heavy rescue squads.

4. The budget does not include funds for the 9-1-1 call center, employee benefits, or apparatus.

5. "Public Service" incidents include assisting patients into bed, attending to house water pipe breaks, and attending to lock outs.

Source: OLO in consultation with Fairfax County Fire & Rescue Department staff.

A. Organization Charts

The chart on page 67a shows the organizational location of the Fairfax County's Fire and Rescue Department within the Fairfax County Government. The chart on page 67b depicts the structure of the Department that reports to the Fire Chief.

B. Description of the Department Head's Authority and Responsibilities

In Virginia, State law permits the governing body of the any city, town, or county to establish a public safety department or fire department. State law stipulates that the head of such department will be known as the "Chief" (Code of Virginia, Title 27-6.1; Title 15.2-842). State law also provides that the position of Fire Chief be outside the merit system (Article 4, subsection 15.1-763).

In Fairfax County, the County Executive appoints the Fire Chief, subject to confirmation by the Board of Supervisors. The Fire Chief position, as defined in the Chief's formal class specification, is "to direct the activities of the Fire and Rescue Department and perform related work as required, under the general direction of the County Executive and subject to County policy." The Fire Chief's authority and responsibilities include:

- Direct the overall operation of the Fire and Rescue Department, including fire suppression, hazardous material abatement, emergency medical services, fire prevention, and administrative and support services;
- Formulate and enforce departmental regulations, standard operating procedures, and general orders;
- Provide adequate training for recruits, employees, and volunteers; and
- Coordinate the divisions of the Fire and Rescue Department and the volunteer corporations to achieve a concerted effort in fire prevention, suppression, and emergency medical service.¹

State law also designates the Fire Chief as the County's Fire Marshal, and authorizes the Fire Chief to perform duties such as control traffic, close buildings, and make arrests. The County's Code contains language that parallels the State law that designates the Fire Chief as the Fire Marshall. The County Code outlines the Fire Marshal's authority, roles, and responsibilities.

¹ Source: Class Specification for Chief, Fire and Rescue Department, Fairfax County.

C. The Organization of Volunteers and Measures of Volunteer Participation

There are 12 private non-profit fire companies (referenced as the volunteer fire departments) in Fairfax County. Each department meets the State law requirements for a volunteer firefighting organization and formally is recognized by the County.²

Each volunteer department has a Board of Directors and an elected company president. Volunteer departments own the land and buildings at 11 fire and rescue stations. At four additional stations built and maintained by Fairfax County, the volunteer fire departments provide apparatus and volunteer personnel.

The Volunteer Fire Commission. Established in 1983, the current Volunteer Fire Commission consists of seven volunteer representatives elected by the volunteer fire departments and appointed by the Board of Supervisors.³

The Commission serves as the volunteers' formal representative to the Fire Chief, and serves in an advisory capacity to the Board of Supervisors. For example, the Commission brings operational issues to the Chief for resolution. In consultation with the Fire Chief, the Commission also sets criteria for eligibility to attend EMT-1 training and approves volunteer training curriculum.

The Volunteer Fire Commission works closely with the Fairfax County Volunteer Chiefs' Association (a non-profit organization of volunteer chiefs) and Volunteer Fire and Rescue Association (a non-profit organization of volunteer departments).

The Fire and Rescue Department's Volunteer Liaison staffs the Commission and serves as the Department's liaison with the volunteer fire departments. The Volunteer Liaison reports directly to the Chief and is a member of the senior department staff.

The Role of Volunteers. All stations in Fairfax County are staffed 24/7 by career personnel. The 300 volunteers certified to respond to incidents primarily operate from one of 15 volunteer-affiliated stations. An additional 250 volunteers serve in administrative roles.

According to the Department's Volunteer Utilization Plan, volunteer corporations provide the County with the following fiscal and personnel resources:

- Buildings, grounds, and facilities;
- Apparatus and specialized vehicles, tools, and equipment;
- Trained/skilled personnel, educational, and support programs; and
- Canteen services and other associated operational support activities.

² Virginia State law (Section 27-8) permits the formation of a fire company in any town, city, or county. A fire company is defined as a volunteer firefighting organization with at least 20 members.

³ Although not formally established by law, the membership and role of the Volunteer Commission was approved by an action of the Fairfax County Board of Supervisors in February 1983.

According to the Department's General Order #99-025, issued by the Fire Chief, operational volunteers:

- Back fill for career units out-of-service during extended emergency incidents, scheduled training activities, or other assignments;
- Provide coverage for scheduled public events;
- Augment minimum career staffing on all front-line units;
- Serve as command assistants to Battalion Chiefs and EMS supervisors; and
- Must place in service one engine company and one EMS unit each weekend.

Operational volunteers in Fairfax County are described in two categories: those who are fully qualified as a firefighter/EMT and those who are EMT-only qualified. 160 of the 300 operational volunteers in Fairfax County are EMT-only qualified.

Measures of Volunteer Participation

The Department measures volunteers' contributions in a number of ways. The Department tracks the number of volunteer hours contributed as either operational, training, or administrative. Table 12 (below) shows the number of volunteer hours tracked in CY 03.

The Fire and Rescue Department reports there are currently 641 members of the volunteer fire companies in Fairfax County. 318 of these volunteers are operationally certified to ride apparatus.

The Department tracks when frontline units that are fully staffed by volunteers are used in operations. The Department's goal is to use volunteer frontline units 1,000 times a year. The Department reports achieving this goal in FY 03.

TABLE 12
FAIRFAX COUNTY FIRE AND RESCUE DEPARTMENT
HOURS OF VOLUNTEER PARTICIPATION – CY 03

Type of Volunteer Contribution	Number of Hours
Operational	78,000
Training	35,000
Administrative	60,000
Total	173,000 hours

Source: Fairfax County Fire and Rescue Department, March 2004

D. Authority Relationship between Career and Volunteer Components

This section summarizes the parameters of the authority relationship between the career and volunteer components of the Fairfax County Fire Department in the following areas:

Section 1, Chain of Command, reviews the standard operating procedure governing the emergency and non-emergency chain of command;

Section 2, Apparatus Acquisition and Transfer, reviews the laws and regulations governing the acquisition of apparatus; and transfer of apparatus; and

Section 3, Training, Experience, and Promotion, reviews the law, regulations, and procedures that establish minimum training and experience requirements for career and volunteer personnel, and describes the promotion process.

Section 1: Chain of Command

The Fairfax County's Fire and Rescue Department's Standard Operating Procedure (SOP) 01.01.01, issued by the Fire Chief, establishes the chain of command for field operations (emergency incidents) and within the station. Table 13 (page 64) shows the emergency incident chain of command, and Table 14 (page 65) lists the number of operationally certified career and volunteer personnel by rank.

Upon arrival at the scene of an incident, the highest ranking command officer is the incident commander. As other command officers arrive, they are required to report to the command post. Should a higher-ranking officer choose to assume command, he/she shall first consult with the incident commander on the specifics of the incident. When medical treatment is required, the incident commander is required to coordinate functional operations with the EMS officer-in-charge.

In non-emergency situations, the designated career station commander is responsible for career personnel on all operational matters, e.g., vehicle checkouts, staffing rosters, apparatus seating arrangements. The chain of command for volunteer personnel in non-emergency situations is described below.

The rank and authority of volunteer chiefs. In Fairfax County, the highest ranking volunteer chiefs (Certified Volunteer Company Chiefs) are ranked directly below career Battalion Chiefs. (See Table 13, page 64) The preface to Standard Operating Procedure 01.01.02, Volunteer Chiefs, states that: "Volunteers shall be used to the greatest extent possible to achieve the Fire and Rescue Department's objectives."

The SOP establishes the following guidelines for the role, responsibility, and authority of certified Volunteer Chief officers:

- To be certified, a Volunteer Chief must meet annual qualifications and training requirements and be approved by the Fairfax County Volunteer Fire Commission and Fire Chief.
- Certified volunteer chiefs act under the delegated authority of the following senior career officers: the Fire Chief, the Assistant Chiefs, the Deputy Chiefs, and the Battalion Chiefs.
- Volunteer Chiefs are responsible for the “leadership and general management in all operational matters pertaining to their volunteer companies as individual entities and as components of the Fairfax County Fire and Rescue Department.” Each company’s by-laws and procedures define the specific management role of their respective volunteer chief.
- Volunteer Chiefs and presidents have the authority to exercise administrative control over their volunteer stations. Station operations, however, must be in accordance with Standard Operating Procedures issued by the Fire Chief. Volunteer station regulations cannot conflict with County regulations. Station commanders and volunteer chiefs and presidents “shall work closely together to ensure a harmonious working relationship.”
- In matters involving career personnel, Volunteer Chiefs shall work closely with station commanders. However, Volunteer Chiefs have no authority to approve leave, time and attendance reports, transfer of personnel, or to issue disciplinary actions to career personnel.
- Volunteer Chiefs are accountable to the Volunteer Chiefs’ Association for their performance, training, fitness for duty, and abilities. Unsatisfactory performance may lead to removal from the certification list. The Volunteer Chief may appeal to the Fire Chief and to the Volunteer Fire Commission; however, the final decision rests with the Fire Chief.

Dispatching Volunteer Chiefs. The 9-1-1 call center does not routinely dispatch Volunteer Chiefs, unless the incident occurs in the Volunteer Chief’s first due area and his/her status is “available.” The Fire and Rescue Department’s policy is that on-duty Battalion Chiefs retain final responsibility and authority for incidents unless relieved by higher ranking authority.

Table 13 (page 64) shows the operational chain of command, as established by Standard Operating Procedure (SOP) 01.01.01. Table 14 (page 65) lists the current number of certified career and volunteer personnel at each rank.

TABLE 13
FAIRFAX COUNTY
EMERGENCY INCIDENT CHAIN OF COMMAND

<div style="display: flex; flex-direction: column; align-items: center;"> <div>Highest</div> <div style="margin: 10px 0;">↓</div> <div>Lowest</div> </div>	Fire Chief
	Assistant Chief of Operations
	Assistant Chief of Administrative Services
	Operations' Duty Deputy Chief
	Deputy Chiefs
	Operations' Duty Battalion Chief
	Battalion Chief
	Certified Volunteer Company Chiefs
	Captain II
	Captain I
	Lieutenant
	Certified Volunteer Unit Officer
	Master Technician
	Technician
	Firefighter, Volunteer Firefighter, and EMS-Only Volunteers

Source: Fairfax County Fire and Rescue Department, March 2004

TABLE 14
FAIRFAX COUNTY
NUMBER OF OPERATIONALLY CERTIFIED CAREER AND VOLUNTEER PERSONNEL

Rank	Number of Certified Personnel		
	Career	Volunteer	Total
Fire Chief	1		1
Assistant Chief of Operations	1		1
Assistant Chief of Administrative Services	1		1
Operations' Duty Deputy Chief	3		3
Deputy Chiefs	6		6
Battalion Chief	24		24
Certified Volunteer Company Chiefs		6	6
Captain II	54		54
Captain I	74		74
Lieutenant	221		221
Certified Volunteer Unit Officer		24	24
Master Technician*	180		180
Technician*	305		305
Firefighter/Volunteer Firefighter/EMS-Only	296	270	566
Total	1,166	300	1,466

* The number of career Master Technicians and Technicians is approximated.

Source: Fairfax County Fire and Rescue Department, March 2004

Section 2: Apparatus Acquisition and Transfer

a. Apparatus Acquisition

According to Fire and Rescue Department staff, the Fire Chief must approve all new County-owned and volunteer-owned apparatus prior to purchase.

For County-owned apparatus, Department staff report that the procurement of apparatus is a coordinated effort between the Fire and Rescue Department and the Fairfax County's Fleet/Transit Department.

The Fairfax County's Volunteer Policies and Procedure manual establishes guidelines for purchasing volunteer-owned apparatus. According to the manual, a volunteer fire company must obtain approval from the Volunteer Fire Commission and the Fire Chief before purchasing new apparatus. In order to be approved for use in fire and rescue operations, new apparatus must meet minimum design specifications. In Fairfax County, the Fire Chief, in consultation with the Volunteer Fire Commission establishes the minimum specifications for all apparatus.

In practice, volunteer companies work closely with the Department's Apparatus Division to develop design specifications for new vehicles. Once approved and purchased, the vehicle is placed on the County's insurance policy and maintained at the County's maintenance facilities.

b. Apparatus Transfer

As part of his authority over all fire and rescue operations, the Fire Chief can transfer all apparatus in the Fairfax County Department of Fire and Rescue vehicle fleet. In practice, the Fire Chief reports that transferring apparatus purchased by the volunteer companies and designated "ready reserve" is a sensitive issue.

Section 3: Training, Experience, and Promotion

In Fairfax County, the minimum training, continuing education, and proficiency requirements for volunteer and career personnel are the same. While the Volunteer Fire Commission has authority to establish the requirements for volunteers, the Fire Chief has final approval. Department policy requires that volunteer training be similar to career training.

Volunteer recruits must complete the following entry level training:

- *Level 1 Initial Emergency Response Training* is a 40-hour class at the Academy. Recruits learn basic life support, EEO, communications, fire extinguishers, personal safety and accident awareness. Upon completion, the person participates as an observer only and assists in a limited capacity under direct supervision.

- *Level 2 Emergency Medical Training* consists of 150 hours of course work. Upon completion, the person is certified as a Commonwealth of Virginia Emergency Medical Technician. Virginia State law requires this certification to perform emergency medical procedures. After three years of experience at this level, a person may proceed to paramedic training.

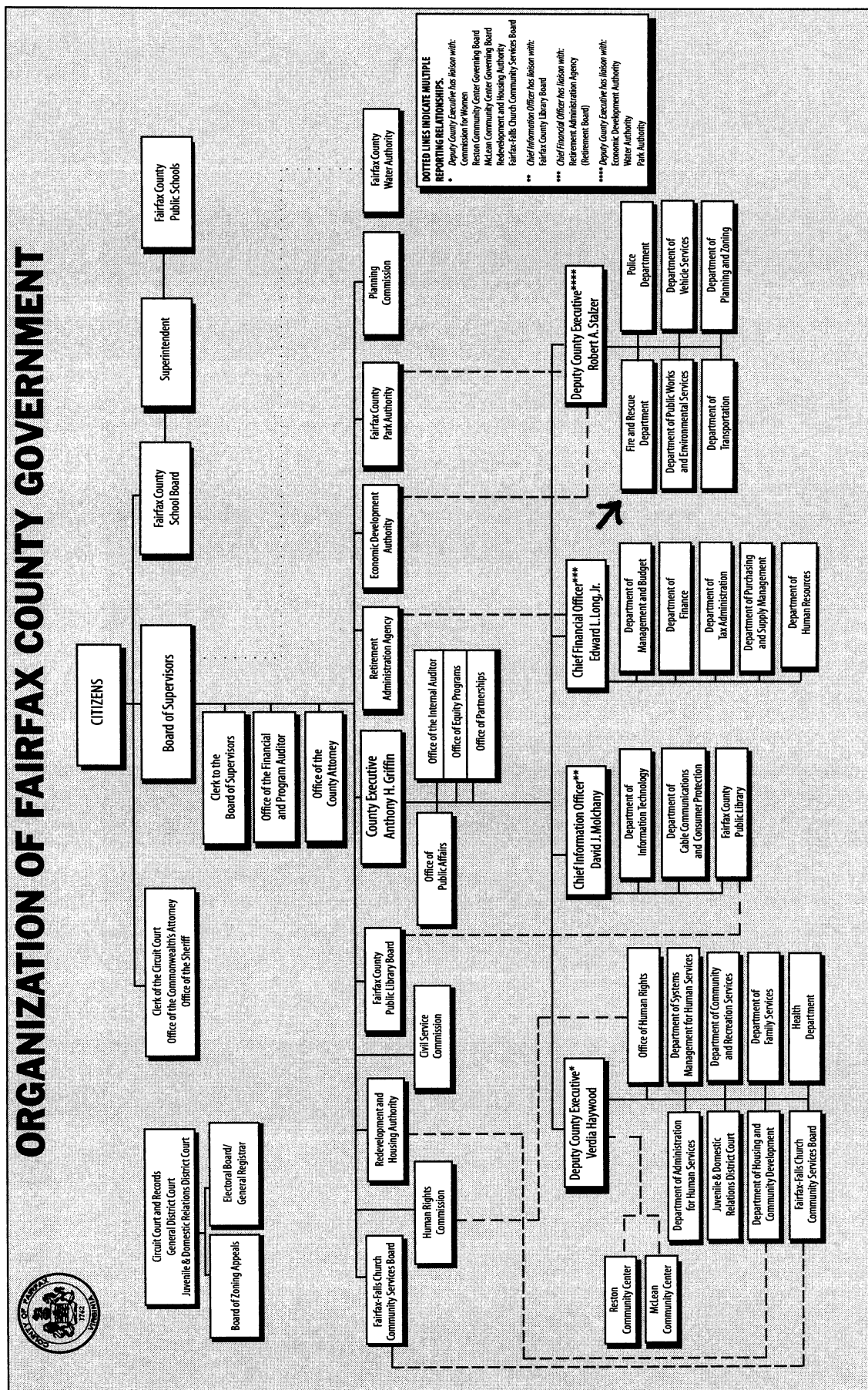
At this point, volunteers who decide to become emergency medical providers only, do not need to proceed to the next level of training.

- *Level 3 Suppression training* covers the objectives presented in NFPA 1001, Standard for Fire Fighter Professional Qualifications. Students attend firefighter school for a total of 350 hours over 5 months. Upon completion, students are qualified as a firefighter I/II. Students receive three chances to pass a written and practical test.

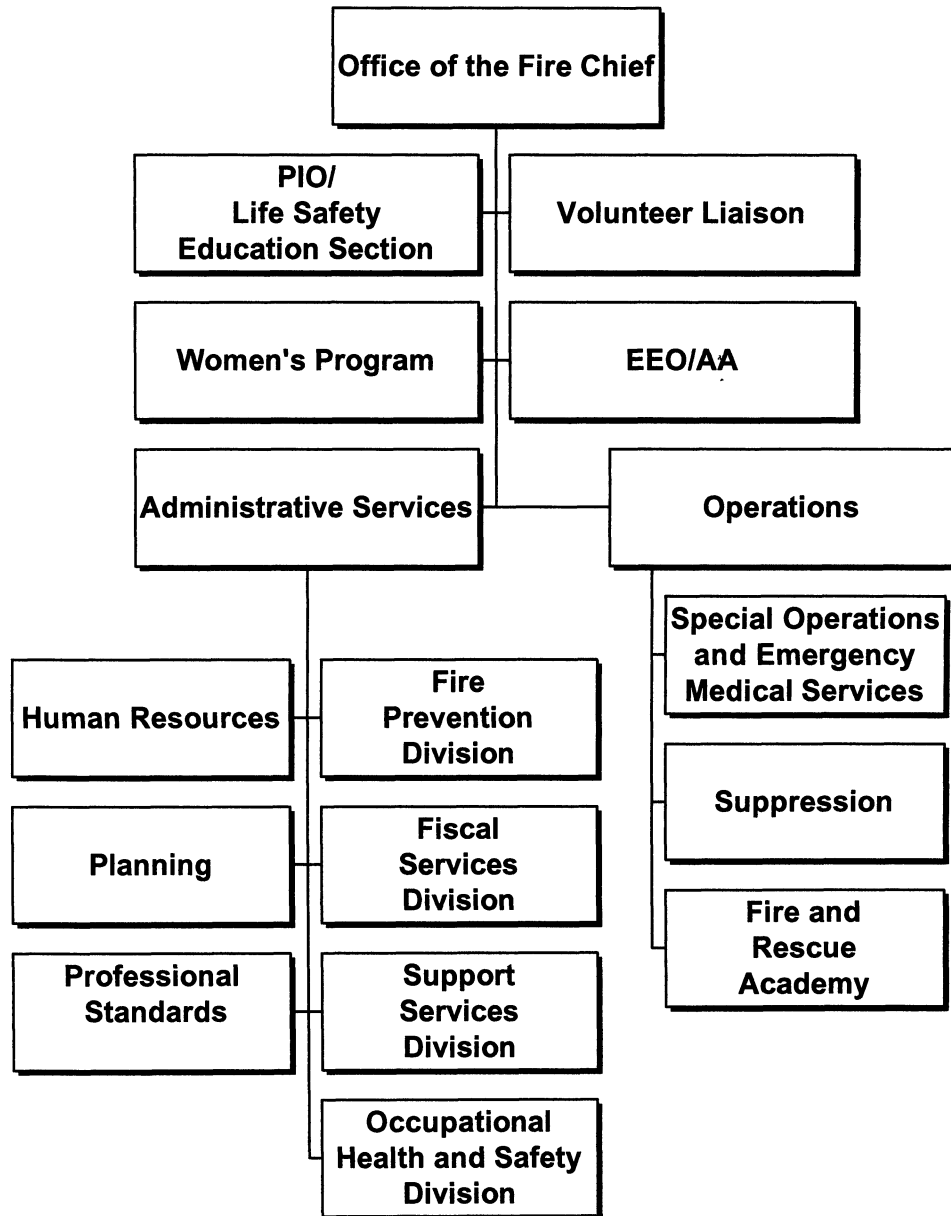
Volunteer and career recruits also must take emergency vehicle driving training classes to enhance defensive driving skills, in both emergency and non-emergency situations.

Promotional Requirements. Department staff report that the promotional requirements for career and volunteer personnel are the same for all ranks below Battalion Chief. Career personnel undertake a development program that includes prerequisite academic and practical experience requirements. In order to sit for a promotional exam, an academic advisor must sign off that required courses were taken. Only career personnel are eligible for promotion to Battalion Chief and above.

Operational volunteers must complete the work performance test successfully and must meet the same medical and training standards as county personnel. Operational volunteers recognized at the unit officer rank or Volunteer Chief must be certified every year.



FIRE AND RESCUE DEPARTMENT



**PRINCE GEORGE'S COUNTY FIRE/EMERGENCY MEDICAL SERVICES (EMS)
DEPARTMENT**

COUNTY POPULATION AND LAND AREA¹	
Total population	833,084
Land area	485 square miles
SERVICE CHARACTERISTICS: PERSONNEL, STATIONS, VEHICLES, AND FY 04 BUDGET	
<i>Number and ownership of stations</i>	
County-owned	10 stations
Volunteer fire company-owned	36 stations
<i>Total</i>	46 stations
<i>FY 04 County personnel</i>	
Uniform (operationally certified)	696 positions
Non-uniform	82 positions
<i>Total</i>	778 positions
<i>Volunteer personnel²</i>	
Number of operationally certified	1,100 volunteers
Number of "active" members	500 volunteers
<i>Fire and rescue vehicles</i>	
County-owned	346 vehicles (66%)
Volunteer fire company-owned	183 vehicles (34%)
<i>Total</i>	528 vehicles (100%)
<i>Frontline vehicles³</i>	
County-owned	92 vehicles (47%)
Volunteer fire company-owned	103 vehicles (53%)
<i>Total</i>	195 vehicles (100%)
<i>FY 04 approved Fire/EMS Department budget⁴</i>	
	\$74 million
FIRE, RESCUE, AND EMS WORKLOAD MEASURES	
<i>FY 03 fire, rescue, and EMS incidents:</i>	
• Fire suppression	38,946
• Emergency medical services	88,244
• Other ⁵	6,454
<i>Total</i>	133,644
<i>Total FY 03 unit responses</i>	
	284,064
FY 03 RESPONSE TIME PERFORMANCE	
Average Countywide response time to emergency medical services incidents	8.43 minutes
Average Countywide response time to suppression incidents	7.56 minutes

1. Source: Census Bureau, population as of July, 2002.

2. See page 71 for explanation of how volunteer participation is reported.

3. Frontline apparatus includes aerial ladder trucks, ambulances, engines, and heavy rescue squads.

4. The budget includes funds for employee benefits and apparatus but not the 9-1-1 call center.

5. "Other" incidents include service calls to lockouts, flooded conditions, and hazardous conditions.

Source: OLO in consultation with Prince George's County Fire/EMS Department staff.

A. Organization Charts

The chart on page 78a shows the organizational location of the Prince George's County Fire/Emergency Medical Services Department within Prince George's County Government. The chart on page 78b depicts the structure of the Department that reports to the Fire Chief.

B. Description of the Department Head's Authority and Responsibilities

The Prince George's County Charter establishes the Fire/Emergency Medical Services (EMS) Department, states that the Department is headed by a Fire Chief, and sets forth minimum job qualifications for the Chief. The specific Charter language is as follows:

There shall be a Fire/Emergency Medical Services ("EMS") Department headed by a Fire Chief. The Fire Chief shall be responsible for fire prevention, fire suppression, emergency medical services, fire and rescue communications, research and training activities, and coordination of the volunteer fire companies. The Fire Chief shall have had at least five years administrative experience in the field of fire prevention, fire training, or fire suppression. (Section 13, Prince George's County Charter)

The Prince George's County Code provides the Fire Chief with broad authority to administer fire and rescue services in the County. Section 11-150, Authority of Fire Chief, states that the Fire Chief is "authorized and directed" to administer the provisions of Subtitle 11 of the Prince George's County Code, Fire Safety. The Fire Chief has authority to delegate any of his powers or duties to other fire officials.

In Prince George's County, the Fire Chief is appointed by the County Executive and confirmed by the County Council.

C. The Organization of Volunteers and Measures of Volunteer Participation

There are 38 independent volunteer fire and rescue corporations in Prince George's County. The volunteer corporations own 36 of the 46 fire and rescue stations in the County.

Of the 46 stations in Prince George's County, three are fully staffed by career personnel, five are fully staffed by volunteer personnel, and the balance (38 stations) are staffed by a combination of career and volunteer personnel. The largest numbers of volunteers in Prince George's County serve in the evenings (which begin Monday through Friday at 3:00 PM, when the career shift ends), during weekends, and on public holidays.

In Prince George's County, the Volunteer Fire Commission and the Volunteer Fire and Rescue Association serve as the two primary representatives of the County's volunteer firefighters.

The Fire Commission. The section of the Prince George's County Charter that establishes the Fire/EMS Department headed by the Fire Chief also establishes the Fire Commission. As stated in the Charter, the composition and duties of the Fire Commission are as follows:

There shall be a Fire Commission composed of nine members elected by the volunteer fire companies of Prince George's County. Each company shall be entitled to cast one vote for each member of the Commission. The first election shall take place in the month of December, 1970, and an election shall take place annually thereafter during the month of July. The Fire Commission shall review the financial needs and requests for public funds of each volunteer fire company. It shall expense budget for all volunteer fire companies with respect to the expenditure of public funds, and shall submit said budgets and program, together with appropriate justification, to the County Executive in accordance with the provisions of this Charter. (Prince George's County Charter, Section 13)

The Commission allocates \$16,000 a year (in two \$8,000 installments) to each of the volunteer corporations. The corporations use this discretionary funding to pay for minor apparatus and facility repairs, professional development, and other miscellaneous expenses. All expenditures over \$2,000 require Commission approval.

The Prince George's County Code (Subtitle 11, Division 7) establishes minimum qualifications for volunteer firefighters and EMS care providers. This law also establishes the Volunteer Fire Service Qualifications Review Board and assigns the Fire Commission with the responsibility to maintain a current list of certified volunteer members. The composition and role of the Qualifications Review Board is further described on page 77.

The Fire Commission meets the first and third Wednesdays of each month. The Fire Chief, or the Chief's designee, attends all of the Commission's meetings.

Prince George's County Volunteer Fire and Rescue Association. The Prince George's County Volunteer Fire and Rescue Association (PGCVF & RA) represents the 38 volunteer fire and rescue corporations in the County, including the Laurel Rescue Squad and the Underwater Rescue and Recovery Team. PGCVF & RA meets monthly.

The PGCVF & RA's website describes the work of the organization as follows:

The Prince George's County Volunteer Fire and Rescue Association works closely with the Prince George's County Fire/EMS Department administration to continue an excellent working relationship between career and volunteer firefighters and emergency medical personnel. . . Closely aligned with the Volunteer Chief's Council, we stress operational as well as organizational priorities. Recommendations to the County Fire Chief on operational fire and rescue activities are made to maintain a high quality volunteer firefighting and EMS system.

There are approximately 1,100 volunteers certified to participate in fire, rescue, and EMS operations in Prince George's County. According to Department staff, approximately 500 volunteers ride frontline apparatus on a regular basis. This estimate is cited as the number of "active" volunteers in Prince George's County.

The Prince George's County Fire/EMS Department does not formally track the number of hours contributed by volunteers. According to the Chief, the volunteers in Prince George's County "have a positive impact on the direct cost of fire protection by responding to fire/EMS calls, raising funds, and purchasing apparatus/equipment."

D. Authority Relationship between Career and Volunteer Components

This section summarizes the parameters of the authority relationship between the career and volunteer components of Prince George's County Fire/EMS Department in the following areas:

Section 1, Chain of Command, describes the Department's General Order that establishes the emergency and non-emergency chain of command;

Section 2, Apparatus Acquisition and Transfer, reviews the Department Directive that outlines the requirements and process for the acquisition of apparatus; and

Section 3, Training, Experience, and Promotion, reviews the law and Department policies that establish minimum training and experience standards for career and volunteer personnel, and describes the promotion process.

Section 1: Chain of Command

The Fire/EMS Department's General Order 1-10 establishes the chain of command for emergency and non-emergency operations. General Order 1-10, issued by the Fire Chief, was most recently revised in January 2004.

a. Emergency Incident Chain of Command

As outlined in General Order 1-10, the emergency incident chain of command is to be used when “operating, directing, and/or participating on any emergency or operational incident in Prince George’s County or when involved in mutual aid responses to other jurisdictions.” Table 15 (page 73) shows the chain of command as listed in General Order 1-10.

The General Order includes the following guideline for assuming command:

The highest ranking officer (career or volunteer) on the scene may assume command of the emergency incident and may relinquish command of the emergency scene to a subordinate officer after the situation is “under control.” Ranking officers should consider the value of taking an advisory role as opposed to assuming command, in those situations where the scene is already under control, or well on the way to being under control.


Table 16 (page 74) lists the current number of certified career and volunteer personnel at each rank. In Prince George’s County, the Fire Chief is the highest ranked officer in the chain of command. Directly below the Fire Chief are three Career Lieutenant Colonels, followed by the single Volunteer Major and 10 Career Majors. Directly below the Majors are the Volunteer Division Chiefs, followed by the First Due Volunteer Company Chief. The roles of the Volunteer Major and Volunteer Division Chiefs are further described below.

Volunteer Major. The highest ranked volunteer officer in Prince George’s County is the Volunteer Major. The Volunteer Major is appointed by and serves at the pleasure of the Fire Chief. The Volunteer Major reports directly to the Lieutenant Colonel (Deputy Fire Chief) of Emergency Operations, and carries the same command authority as a Career Major.

As defined in General Order 1-10, the Volunteer Major’s emergency incident responsibilities are to command incidents when necessary. In addition, the Volunteer Major’s responsibilities are:

- To coordinate the administration of volunteer personnel and fire companies to resolve operational issues; and
- To provide the volunteer perspective to the department leadership on operational matters.

TABLE 15
PRINCE GEORGE'S COUNTY
EMERGENCY INCIDENT CHAIN OF COMMAND

Highest  Lowest	Fire Chief (Colonel)
	Career Lieutenant Colonel
	Career/Volunteer Major
	Volunteer Division Chief
	1 st Due Volunteer Company Chief
	1 st Due Volunteer Deputy Company Chief 'A'
	Battalion Chief/1 st Due Volunteer Deputy Company Chief 'B'
	Other Volunteer Chief Officers
	Battalion Chief (other than dispatched on assignment)
	Captain
	Lieutenant
	Sergeant
	Fire Technician
	Firefighter I, II, III or Paramedic Certified Level I, II

Source: Prince George's County Fire/EMS Department, March 2004

TABLE 16
PRINCE GEORGE'S COUNTY
NUMBER OF OPERATIONALLY CERTIFIED CAREER AND VOLUNTEER PERSONNEL

Rank	Number of Certified Personnel		
	Career	Volunteer	Total
Fire Chief (Colonel)	1		1
Lieutenant Colonel	3		3
Major	10	1	11
Division Chief		8	8
Company Chief		37	37
Battalion Chief/Deputy Chief	15	79	94
Captain	52	61	113
Lieutenant	90	62	152
Sergeant		14	14
Firefighter/EMT	460	1,322	1,782
Total	631	1,584	2,215

Source: Prince George's County Fire/EMS Department, March 2004

The role and responsibility of the Volunteer Major is further outlined in General Order 1-17, Prince George's County Fire/EMS Department Volunteer Operations Program (effective February 2001). The operational duties assigned to the Volunteer Major include:

- To monitor, proceed, or respond to any emergency incident which he/she deems appropriate;
- To ensure that Volunteer Division Chiefs conduct post incident critiques of all significant incidents;
- To provide assistance and advice to the Incident Commander at incidents and to assume command where appropriate.

The Volunteer Major's administrative duties include:

- To participate in vehicle and personal injury accident investigations;
- To serve as a member of the Volunteer Disciplinary Review Board;
- To resolve disputes between two stations or between career and volunteer personnel;
- To maintain communications with the Volunteer Chiefs within their respective divisions to stay abreast of upcoming activities and issues; and
- To assist in the development of General Orders, Standard Operating Procedures, and Department policies.

Appendix E4 at ©243 contains a copy of General Order 1-17, which includes a full list of the Volunteer Major's duties.

Volunteer Division Chiefs. The next highest ranked volunteers in the chain of command are the eight Volunteer Division Chiefs. The Volunteer Division Chiefs are appointed by the Fire Chief, and assigned by the Emergency Operations Command Lieutenant Colonel.

As described in General Order 1-10, the Volunteer Division Chiefs emergency incident responsibilities are to command incidents when necessary. The County is divided into two operational divisions (northern and southern). Volunteer Division Chiefs are assigned to a division and to a specific evening and weekend shifts that parallel career shift assignments.

General Order 1-17 further describes the role of the Volunteer Division Chief as "the liaison position between the Volunteer Company Chief and the Prince George's County Fire/EMS Department." The Division Chiefs are responsible for "assisting with the day-to-day operation of this Department, primarily at night, on weekends, holidays, and other occasions when their knowledge and expertise will help to manage this combination system."

Appendix E4 at ©243 contains a copy of General Order 1-17, which includes a full list of the Volunteer Division Chief's duties.

b. Non-Emergency Chain of Command

General Order 1-10 also establishes a non-emergency chain of command, the stated purpose of which is “to ensure the authority and responsibility for the routine management of fire stations and facilities, as well as coordinating the administrative duties necessary for accountable fiscal matters.” The non-emergency chain of command is:

1. Fire Chief
2. Career Lieutenant Colonel
3. Career/Volunteer Major
4. Volunteer Division Chief
5. Volunteer Company Chief
6. Career Battalion Chief
7. Career Station Supervisor/Paramedic Supervisor

General Order 1-10 includes the following rules concerning orders and procedures:

- At no time shall anyone issue a standing order that is contradictory to orders and procedures established by the Fire Chief.
- The Volunteer Company Chief is the only member of a volunteer company who may give orders and direction to the Career Station Supervisor.
- If a Volunteer Company Chief desires to delegate his/her supervisory responsibilities to another officer from his/her station, they shall forward the name of such officer, in writing, to the County Fire Chief for approval.

Section 2: Apparatus Acquisition and Transfer

a. Apparatus Acquisition

Department Directive 04-01, Procedure for Replacement/Addition to Apparatus Fleet, outlines the “requirements and process for the replacement of existing apparatus, and/or the addition of apparatus to the Prince George’s County Fire/EMS Department fleet with a new, refurbished, or used vehicle.” This Directive, issued by the Fire Chief, was most recently updated in February 2004.

According to the Directive, all new vehicles purchased either with County or volunteer corporation funds must comply with standards established by the Fire Chief. The Department’s Apparatus Maintenance Division inspects all newly purchased apparatus for compliance with the Department’s standards. The final decision to place a new vehicle into service rests with the Fire Chief.

b. Apparatus Transfer

As part of his authority over all fire and rescue operations, the Fire Chief can transfer all apparatus in the Prince George's County Fire/EMS Department's vehicle fleet. In practice, the Fire Chief reports that apparatus purchased by the volunteer companies is, except in emergency situations, not transferred from one station to another.

Section 3: Training, Experience, and Promotion

In Prince George's County, a combination of law and Departmental policies establish training and experience standards for career and volunteer personnel.

Career Personnel. Entry level career staff hired by the Fire/EMS Department must comply with the general personnel provisions of the County Code (Subtitle 16). This law prescribes requirements for the competitive recruitment and selection of all County employees.

Recruits must complete approximately 20 weeks of training at the County's Career Recruit School. The recruits train to National Fire Protection Association standards, and graduate at the rank of firefighter I/II. Recruits also qualify as certified Maryland emergency medical technicians. The Fire Chief approves all training standards used.

To be eligible for promotion, career personnel must meet minimum training and experience requirements that are established for each rank. The career promotional process includes a written examination and a skills application assessment. Candidates applying for more senior (higher ranked) positions face additional skill and knowledge testing, e.g., oral presentation, video scenario, and written communication exercises.

Volunteer Personnel. Prince George's County Code, Subtitle 11, Division 7, establishes minimum qualifications for volunteer firefighters and emergency medical service providers. For each designated volunteer rank, the law prescribes minimum: age, qualifications, training, medical standards, and continuing education requirements. Appendix E6 at §255 contains a copy of Division 7, Minimum Qualifications for Volunteer Firefighters and Emergency Medical Service Providers.

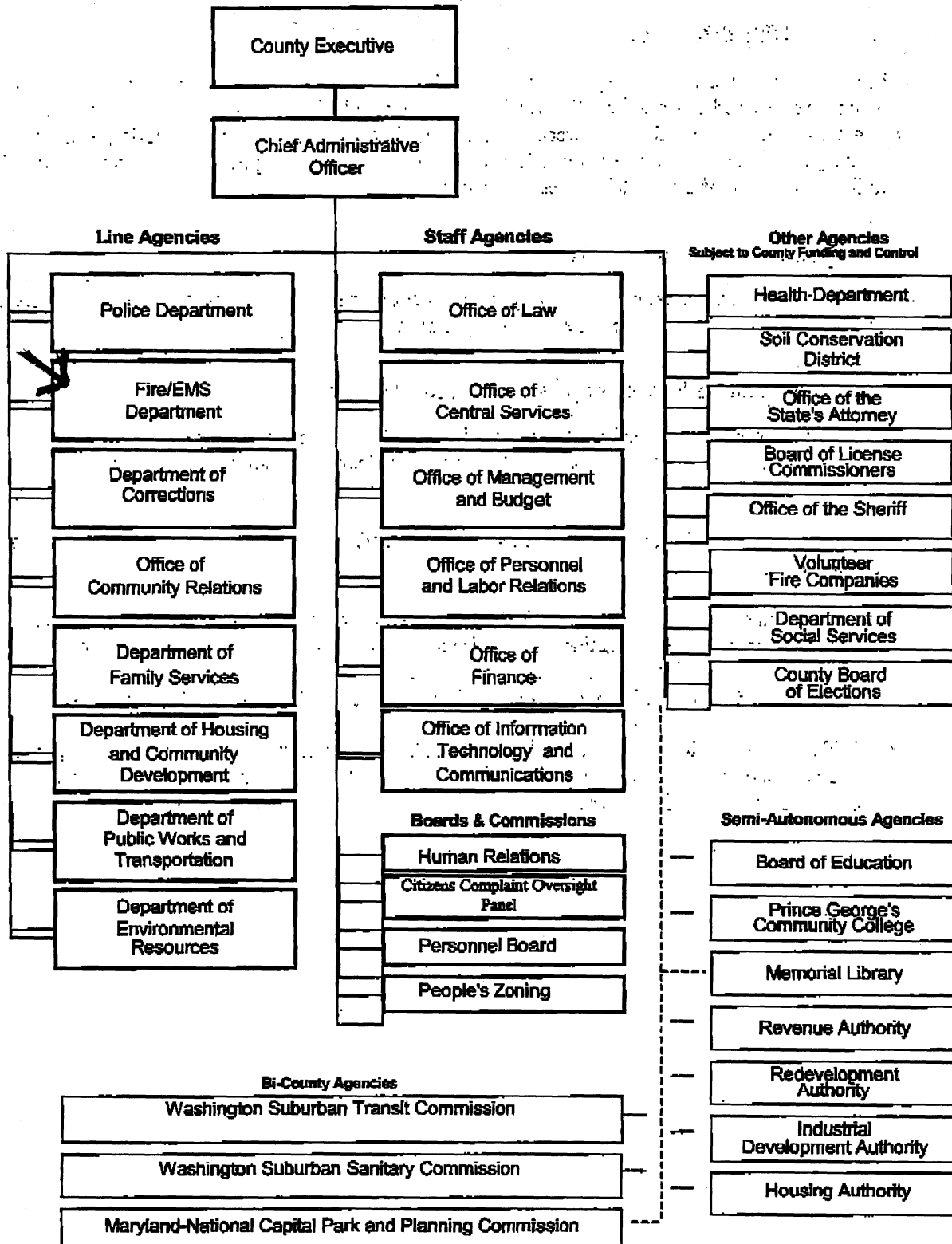
This law establishes the Volunteer Fire Service Qualifications Training Review Board, which is assigned the responsibility "to monitor the development of appropriate qualifications and standards of training for volunteer firefighters and volunteer EMS care providers, and to support the enhancement of standards and qualifications of service provided by designated organizations." (Section 11-343)

The Board consists of five members:

- A member of Fire Commission (who shall serve as the Chair);
- Two members designated by the Fire Chief. These individuals must be members of the Prince George's County Fire/EMS Service, one of which shall be sworn to the rank of Major and the other which must be a Volunteer Division Chief;
- One member designated from the Prince George's County Volunteer Fire and Rescue Association;
- One member designated from the Volunteer Fire Chief's Council.

PRINCE GEORGE'S COUNTY ORGANIZATIONAL

Executive Branch

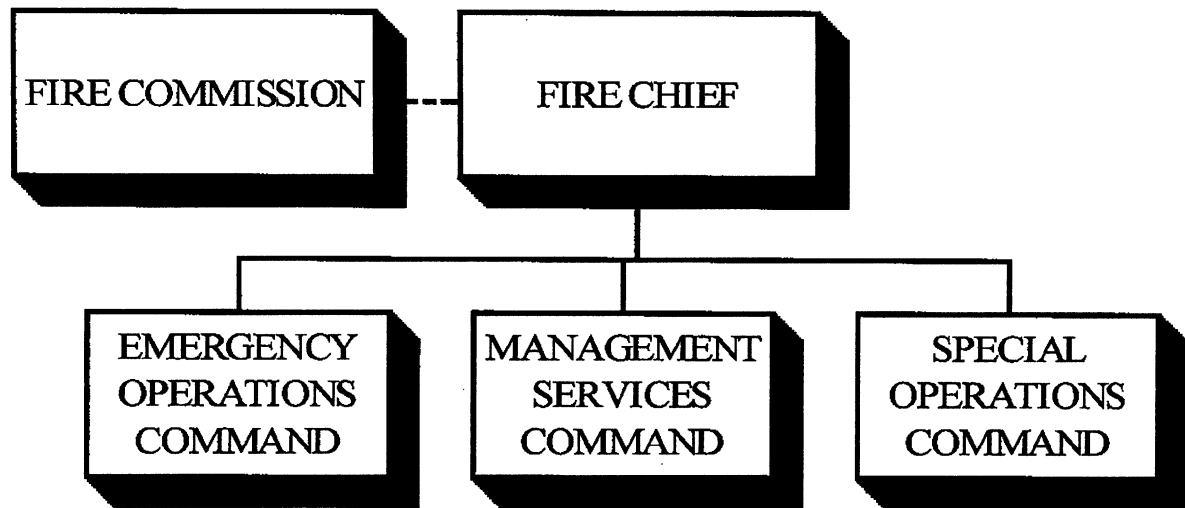


FIRE/EMS DEPARTMENT - 51

MISSION

The Fire/EMS Department will strive to improve the quality of life in Prince George's County by promoting safety, and providing the highest quality of fire prevention, fire protection, emergency medical services, and community outreach programs. The actions of the Fire/EMS Department will be guided by an understanding of the needs of our customers, while ensuring the highest commitment to safety, professionalism, integrity, and care.

ORGANIZATION CHART



DESCRIPTION OF SERVICES

- Description of Services Provided:
 1. Fire & Rescue Operations.
 2. Advanced Emergency Medical Services.
 3. Fire Prevention Inspections & Fire Investigations.
 4. Fire Rescue Training Academy.
 5. Apparatus Maintenance Facility.
 6. Administrative functions of fiscal and personnel accountability, risk management, logistical support, information technology and Department command.
 7. Public Education Awareness Program.
 8. Homeland Security
- The Fire/EMS Department is responsible for fire suppression, emergency medical services, fire prevention, research, training and the coordination of the Volunteer Fire Companies. The Fire/EMS Department was established by Section 13 of the Schedule of Legislation of the Charter and is organized into three commands.
- The Emergency Operations Command is charged with coordination and management of the operational activities of the Department. This Command provides all of the fire, rescue and emergency medical services